




CARICOM-PANCAP-CVC-COIN-Global Fund Multi-Country Grant (2019-2022)

End-of-term Evaluation

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Evaluation Team Leader
Port of Spain. 13, Sept, 2022



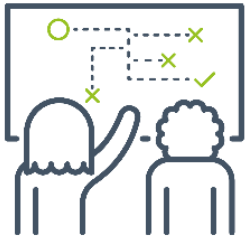
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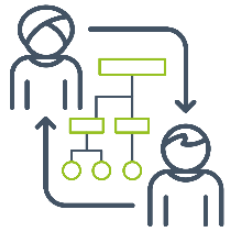
1. About Landell Mills

One of the world's leading international development consulting firms, founded in 1975

Our services



**Project
feasibility and
design**



**Project
management**



**Monitoring,
evaluation, and
learning**



**Communications
and visibility**



**Technical
advisory
services**

Selected regional and thematic projects

- Consultancy to conduct an organizational restructuring of the CARICOM Secretariat (€ 258 940)
- Consultancy to Examine the Institutions involved in Implementing the Security Agenda within the Territories of CARICOM Member States (€ 198 120)
- Capacity Building In Support of Preparation of Economic Partnership Agreement CARIFORUM-EU (€ 122 000)
- Review of implementation of projects & programmes financed by the EU for Asia-Pacific (Results-Oriented Monitoring – ROM) Lot 3 (€13,020,492)
- Development of a Monitoring, Evaluation and Reporting (M, E & R) Framework for the CARICOM Single Market and Economy (€179,680)
- Identification and Formulation of EPA Capacity Building Programme II (EPA-II) (€ 73 210) – Jamaica
- Technical Assistance to support the National Standards Office in Haiti (€ 199 050)

2. Evaluation purpose

- Assess the extent to which the PANCAP-CVC-COIN-GF Multi-Country Regional Project has **achieved its objectives** and planned results.
- Assess the extent to which the **project's partnership approach** has contributed to the intended and unintended results.
- Assess the **impact of the COVID-19** pandemic on implementation and results achieved by The Project.
- Identify **lessons learned and best** practices that can be replicated for future programming (at the regional and national levels), policy development and response to health and environmental threats.
- **Make recommendations** to enhance the design, implementation, operation, and management of future programming by the grants' recipients and the Global Fund.

3. What is this evaluation? What it is not?



First and foremost, this is a
project evaluation

- Participatory
- Culturally aware
- Interdisciplinary
- Respectful of KP, KP-focused
- Gender inclusive
- Evidence-based
- Evaluators are mostly Caribbean
- Project results-oriented
- Utilization focused



This is NOT a....

- A public **policy or program** evaluation
- An auditing
- A personal judgement about anyone
- An evaluation of the Global Fund
- An evaluation of CARICOM or PANCAP

4. Evaluation audience and scope

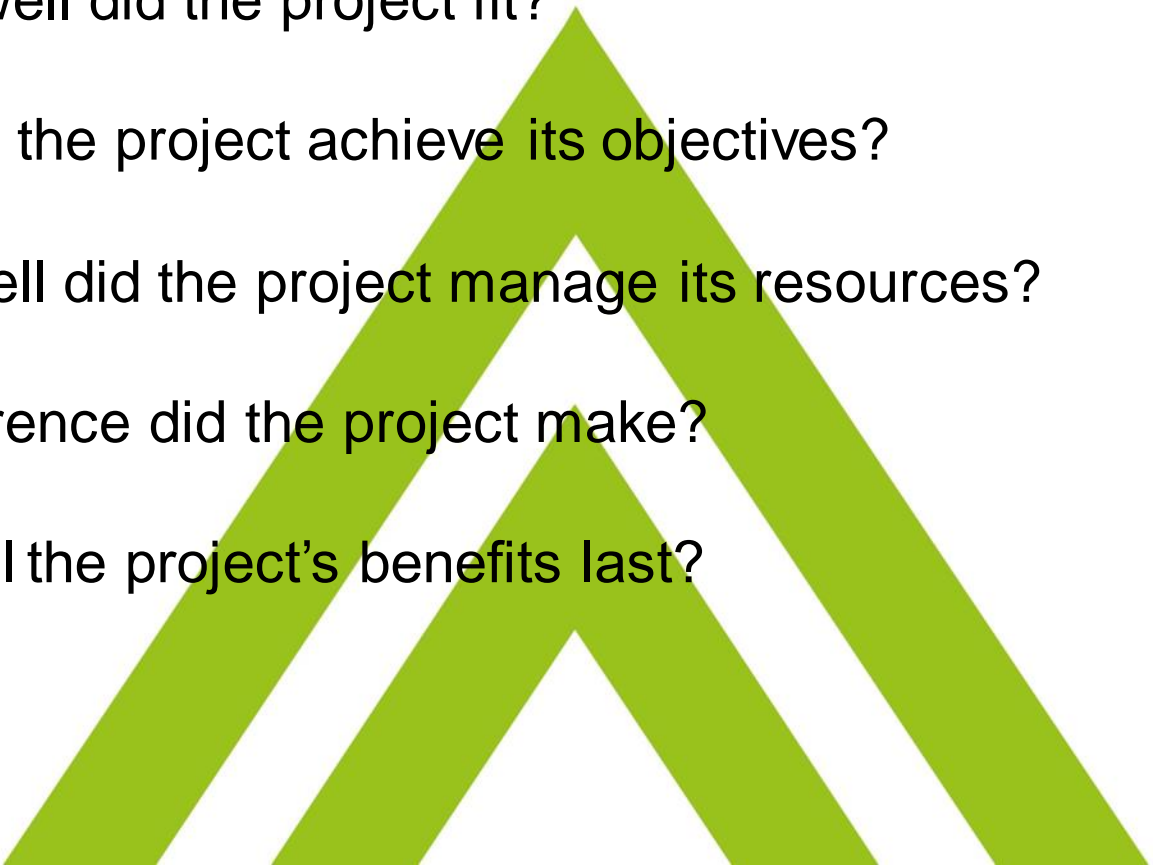
SCOPE

- Project's implementation period: Oct 1st, 2019-June 30, 2022
- Evaluation carried out between May-Aug 2022
- Antigua and Barbuda, Barbados, Belize, Cuba, Dominican Republic, Guyana, Haiti, Jamaica, Suriname and Trinidad and Tobago.
- Four evaluation deliverables:
 - Inception Report
 - Draft final evaluation report
 - Presentation at this event in Port of Spain
 - Final evaluation report

AUDIENCE

- Global Fund
- CARICOM, PANCAP, CVC, COIN
- PAHO, CARPHA, CMLG, CRN+, CENESEX
- National governments, NAPs
- Mini grantees
- CSOs/CBOs
- Key populations

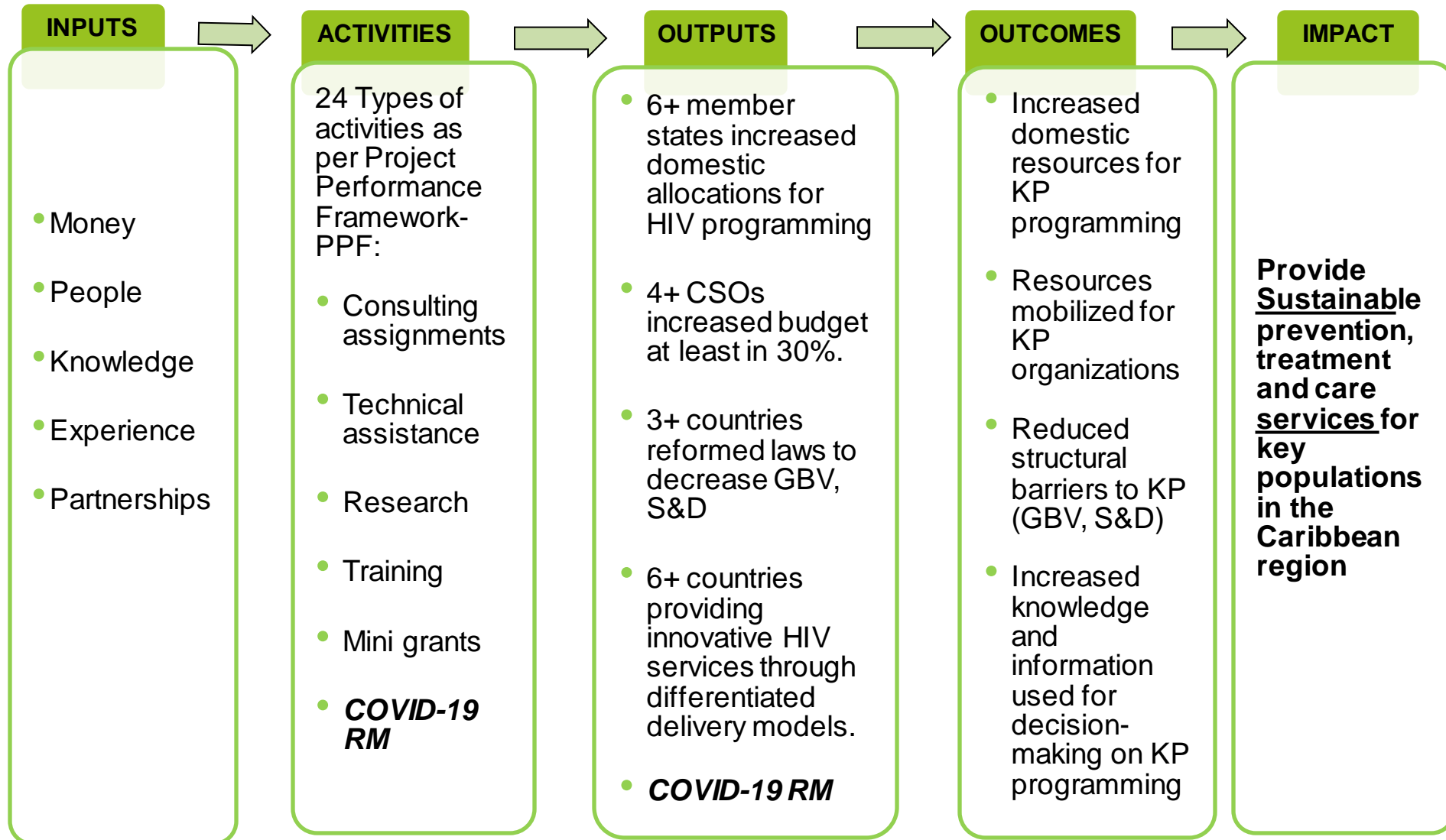
5. Evaluation criteria

- **Relevance:** Was the project doing the right things?
 - **Coherence:** How well did the project fit?
 - **Effectiveness:** Did the project achieve its objectives?
 - **Efficiency:** How well did the project manage its resources?
 - **Impact:** What difference did the project make?
 - **Sustainability:** Will the project's benefits last?
- 

6. Understanding of the project: According to its Logic Model


ULTIMATE OUTCOME					
Reduced HIV incidence and mortality among Key populations					
INTERMEDIATE OUTCOMES					
Increased capacity of CSOs and NAPS to implement KP Programmes			Increased access of key populations to quality care and treatment services		
IMMEDIATE OUTCOMES					
Increased domestic resources for key population programmes	Reduced incidence of stigma and discrimination Reduced incidence of Gender-based violence	Increased knowledge of comprehensive HIV/STI Services	Increased use of strategic information on key populations for decision-making by communities and stakeholders	<i>Increased use of strategic information on key populations for decision-making by communities and stakeholders⁷</i>	
OUTPUTS					
Social contracts between CSOs and governments for KP Programmes	Government commitment to increase domestic resources for KP Programmes	Reformed laws to support the reduction of GBV and stigma and discrimination	Updated integrated HIV/STI Guidelines for Comprehensive HIV/STI Programmes	Approved proposals for funding of KP Programmes	Improved Quality KP data and information

6. The project's Theory of Change as understood by the Evaluation Team



7. Methodology

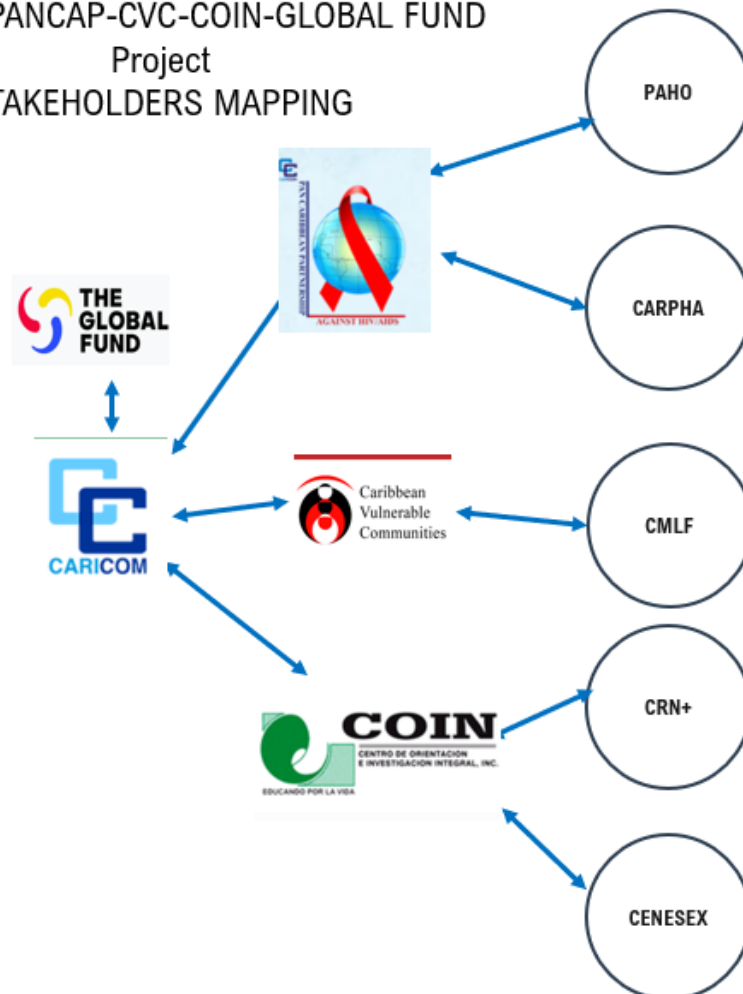
Key Approaches to the evaluation

1. Efficient and comprehensive logistical and geographic coverage
 2. Sensitivity to identity, culture, differences, commonalities among Key Populations
 3. Holistic stakeholder mapping and analysis (strong emphasis in the project's top-down/bottom-up approaches)
 4. Utilization-focused and participatory evaluation
- 

7. Methodology

Stakeholder mapping

CARICOM-PANCAP-CVC-COIN-GLOBAL FUND
Project
STAKEHOLDERS MAPPING



National HIV/AIDS Institutions/Programs/Polymakers

- Antigua and Barbuda
- Barbados
- Belize
- Cuba
- Dominican Republic
- Guyana
- Haiti
- Jamaica
- Suriname
- Trinidad and Tobago



Key Populations

- Men who have sex with Men
- Sex workers
- Transgender persons
- People living with HIV

7. Methodology

Mixed Methods Approach

- Document & literature review, Key Informant Interviews (KII), focus groups discussions (FGD), observations, online survey
- **F2F data collection** in Guyana, Dominican Republic, Haiti, Jamaica, Trinidad
- **Remote data collection** in Antigua & Barbuda, Barbados, Belize, Suriname, Cuba

Country	KII		FGD		Online Survey	
	Women	Men	Women	Men	Women	Men
Antigua and Barbuda	1					
Barbados	1					
Belize	1	1			1	
Cuba	1	1			1	1
Dominican Republic	3	5	25	4	3	1
Guyana	5	4	9	4	3	
Haiti	3	10	8	15		3
Jamaica	6	5			3	2
Suriname	1	2				
Trinidad and Tobago	7	3				
Other						
Total women (82)	29		42		11	
Total men (63)		33		23		7
Total	145					

8. Evaluation Team

Two-female, three male, international development, multidisciplinary, multilingual, multicultural development consultants from Colombia, Haiti, Jamaica, Netherlands, Trinidad and Tobago.

- Luis A. Bernal, MPP, PMP, Evaluation Team Leader
- Hans Bekkers, M.A.
- Patrice Rabathaly, PhD
- Phillipe-Raymond Cantave, LL.M.
- Renee Johnson, MPH
- Management and logistical support from Landell Mills staff

9. Findings: RELEVANCE

Did the project objectives respond to beneficiaries, global, country and partner institutions' needs, policies, and priorities, and continue to do so if circumstances change?

TOP DOWN

- The Caribbean has the highest HIV prevalence of any region outside sub-Saharan Africa
- With 84-83-87 (in 2021), the region is under the 90-90-90 goals set for 2020
- International funding for HIV is declining, and 27% below the 2025 funding targets
- Aligned with the Caribbean Community Strategic Framework on HIV/AIDS 2019-25
- Aligned with Global Fund strategic priorities

BOTTOM UP

- Prevention weakening because (young) people believe HIV does not exist or is not fatal.
- COVID-19 made the project even more relevant
- Project helped to strengthen CSOs, CBOs.

BUT...

- Some of the more conservative aspects of Caribbean policy-making want nothing to do with certain KPs
- Legislative change in the Caribbean is very difficult to bring about
- GF spending in the project's KPs not necessarily reflective of the Caribbean's priorities.
- Some project activities respond less to CSOs/CBOs priorities than to GF priorities.
- Structure of mini-grants hurts relevance of project's activities for CSOs/CBOs.

9. Findings: COHERENCE

Was the project compatible with other related in the country, region, sector or institution?

Coherence assured due to...

- In the Caribbean Global Fund handles regional portfolios (CARICOM, OECS, countries).
- Global Fund insists on avoiding redundancy (e.g. PEPFAR).
- Project works with PANCAP which helps awareness about other projects.
- Coherence, as seen, reinforces relevance and vice versa.
- The project was intended to support continuity of initiatives that key stakeholder such as PAHO have been working on for years.
- Project main stakeholders CARICOM, PANCAP, CVC, COIN reinforce project coherence.

9. Findings: EFFECTIVENESS → Top Down

Did the project achieve its objectives and results as expected by the various stakeholders?

- Difference between **Logic Model** vs **ToC** outputs and outcomes must be noted
- Project tracks **WPTM** does not use **KPI**
- Convoluted role of the C-19 pandemic on project performance
- Global Fund (June/22) awarded a **70%** activities completion rate, at 88% of its lifecycle

TOP DOWN Outcomes

- No evidence of 6 countries having increased budget for HIV programming
- National health vs HIV expenditures declining from 2.1% to 1.5% between 2018-19
- Resource mobilization mostly consisted in project's budget
- Private sector engagement in resource mobilization is missing
- Legal reform against GBV and S&D remains a challenge
- However, a number of relevant project activities completed
 - Innovations on implementation of PrEP, nPEP, HIV self-testing in five countries
 - Social contracting toolkit
 - Best practices in resource mobilization research
 - Know how on budget advocacy
 - Training on Participatory Action Research for CSOs

9. Findings: EFFECTIVENESS → Bottom up

Did the project achieve its objectives and results as expected by the various stakeholders?

BOTTOM UP Outcomes

- Increased CSOs/CBOs' awareness and initiatives to advance towards financial sustainability (entrepreneurship, business incubators, WEE).
- CBOs/CSOs capacity building in terms of advocacy, defense of their KP, organization and technical abilities
- Increased opportunities for online training
- Significant community-based activities to tackle GBV and S&D supported by the project
- Outstanding CSOs/CBOs Response to COVID-19 thanks to the project
 - Successful inclusion of KPs in social plans and response to COVID
 - Alternative strategies for the implementation of services to KP
 - Resources' continuity in a difficult time
 - Timely information regarding C-19 vs. HIV
 - Attention to KP basic needs (food, transportation, etc) to keep them in treatment
 - Lessons learned in terms of community participation, integration, acceptance
- No evidence of CSOs 30% budget increase

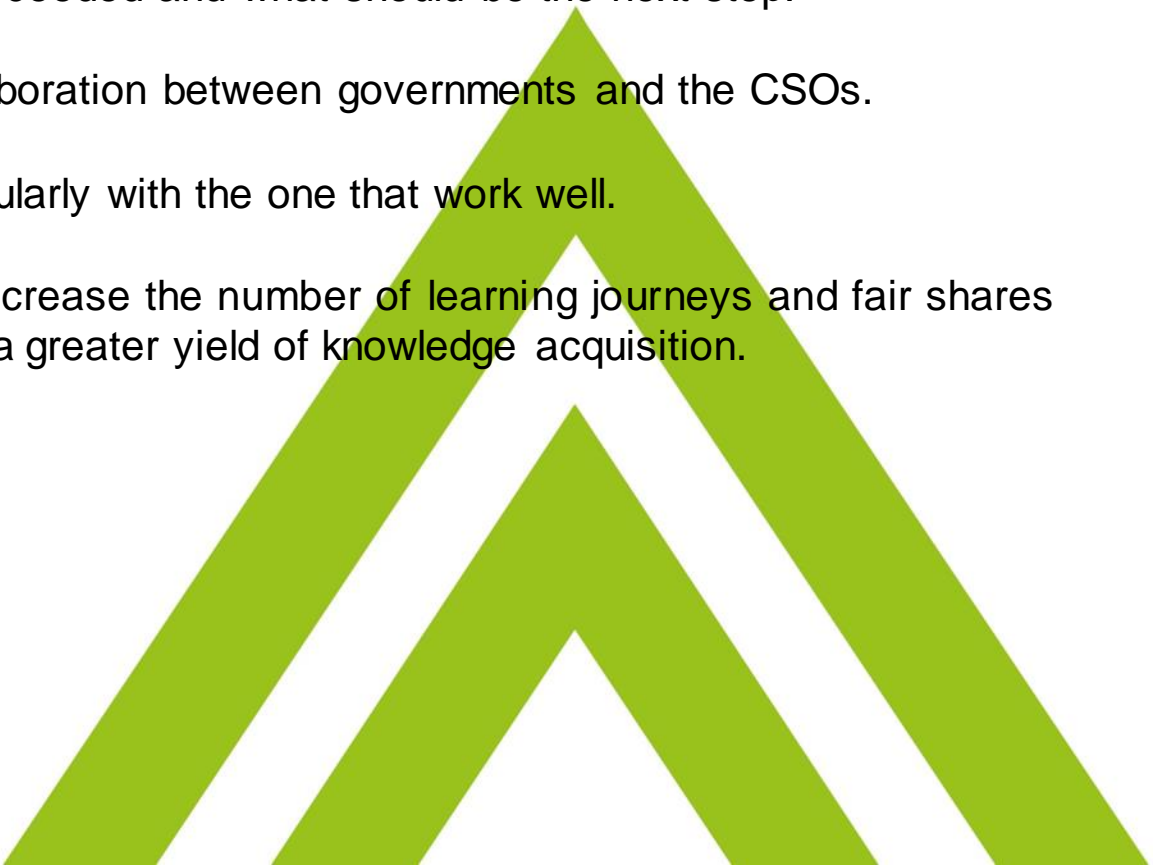
9. Findings: EFFECTIVENESS → SWOT Analysis... Project Strengths

- The conceptual framework bottom-up and top down is a strength in itself.
- The power of partnerships, collaboration, implementation teams even in C-19 times (double pandemic)
- Innovations that came out of the project for instance PrEP, nPeP and Self-testing guidance, as well as HIV comprehensive service delivery models.
- Especially in small countries the project brings dialogue about key issues such as sex work, MSM, HIV, to the fore - and makes governments pay attention.
- Strengthening of CSOs in terms advocacy capacities, human rights, GBV, redress as well as financial sustainability.
- Empowerment of KPs, WEE, fight against GBV, successes in redress.
- Support to the trans community, usually the least benefitted by HIV prevention despite high HIV prevalence

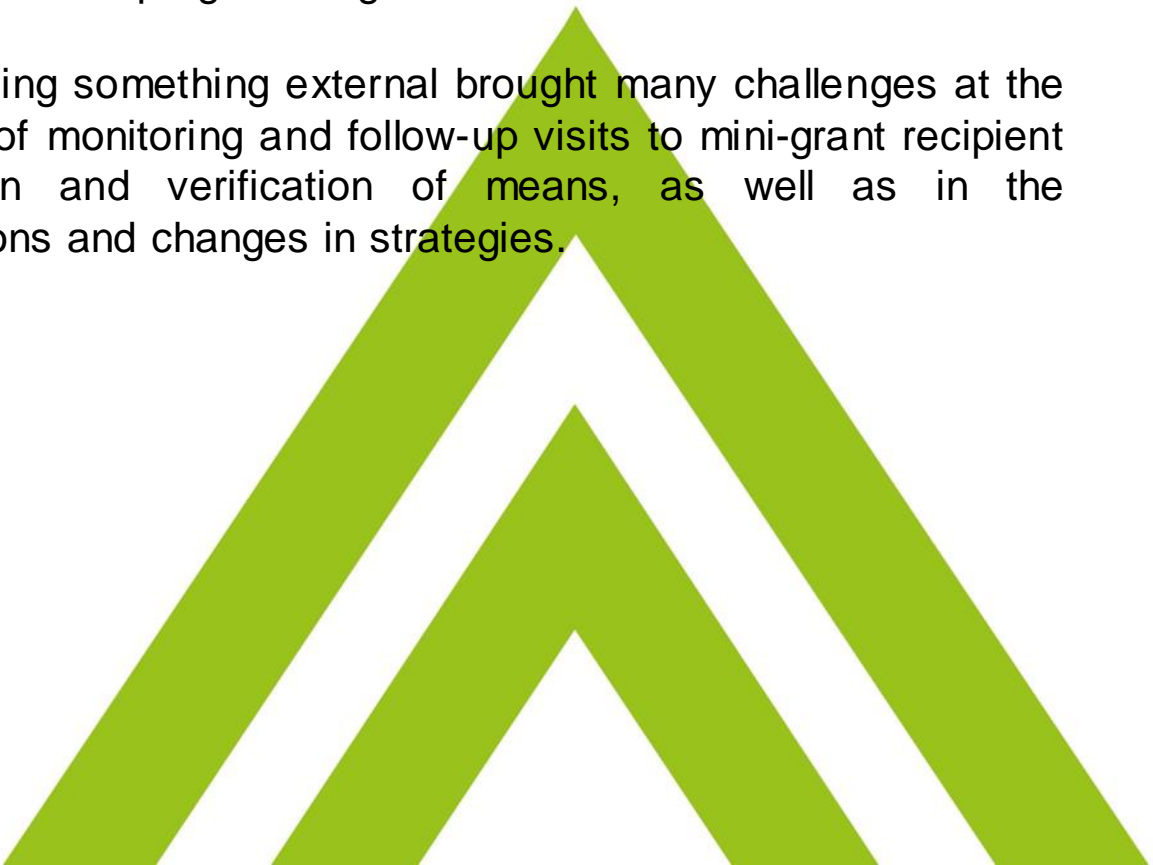
9. Findings: EFFECTIVENESS → SWOT Analysis... Project Weaknesses

- Unrealistic project goals
- Insufficient alignment/engagement with NAPs
- The fact that the recipient is not an actual project implementer.
- CARICOM-PANCAP lack of health, HIV, Public Policy own staff and reliance on external consultants for everything.
- Emphasis in plan monitoring, absence of project evaluation
- A “Silo Approach” in project implementation among PR, SR, SSR,
- Insufficient communication among stakeholders
- Insufficient attempt to engage the private sector
- Implementing partners feel GF keeps asking them to do more with less
- The “Quarter Tyranny” in project implementation and reporting
- CSOs interesting in mini grants is decreasing as they are seen excessively burdensome
- Virtual meetings, training, tools do not work for some kinds of activities and stakeholders

9. Findings: EFFECTIVENESS → SWOT Analysis... Project Opportunities

- To create evaluation opportunities for government authorities to stop and reflect on what has really been the impact of the program and what have been the advantages or disadvantages of the way we proceeded and what should be the next step.
 - To fund and promote better collaboration between governments and the CSOs.
 - Prioritize work with CSOs, particularly with the one that work well.
 - There's also an opportunity to increase the number of learning journeys and fair shares across the various countries for a greater yield of knowledge acquisition.
- 

9. Findings: EFFECTIVENESS → SWOT Analysis... Project Threats

- Declining donor funding for HIV programming.
 - Insufficient national funding for HIV programming.
 - The PANDEMIC, despite being something external brought many challenges at the project level, both in terms of monitoring and follow-up visits to mini-grant recipient organizations for validation and verification of means, as well as in the implementation of interventions and changes in strategies.
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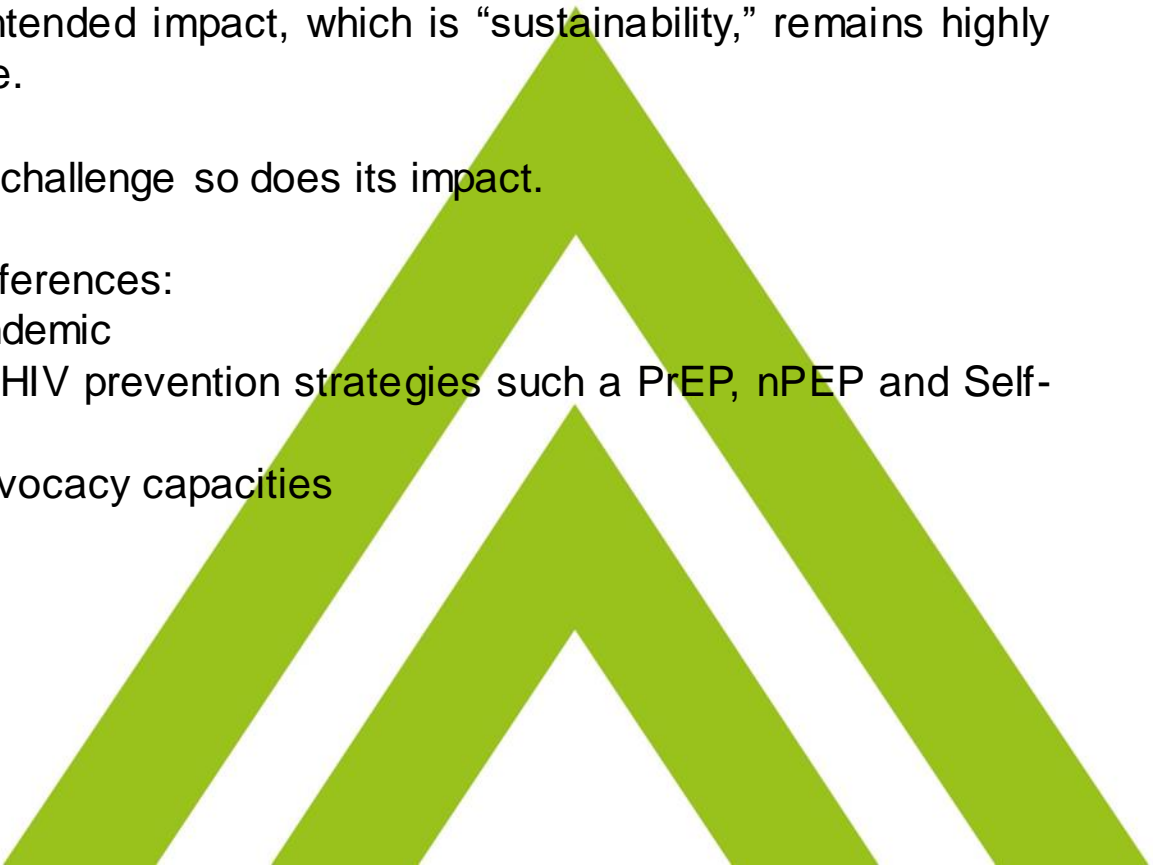
9. Findings: EFFICIENCY

Did the project convert its inputs into outputs, outcomes and impact in an economic and timely way?

- As, Global Fund (June/22) awarded a **70%** activities completion rate, at 88% of its lifecycle
- Efficiency is hard to determine as the project does not use KPIs
- Efficiency difficult to assess without knowing what was planned for C-19 RM
- COVID-19 pandemic wrecked the budget, schedule, scope and objectives, causing a lot of reprogramming which in turns affects efficiency.
- Assessing the efficiency of a project is highly dependent of its ultimate effectiveness
- The fact that activities are by design planned with time, budget and scope significant constraints make them look as (artificially) “cost-efficient”.
- Key stakeholders believe that administrative procedures/requirements have become increasingly and disproportionally demanding.

9. Findings: IMPACT

What significant, higher-level, transformative effects, positive or negative, intended or not, did the project bring?

- The key element of the project intended impact, which is “sustainability,” remains highly elusive. More in the following slide.
 - Since project outcomes remain a challenge so does its impact.
 - But the project did make some differences:
 - The response to the C-19 pandemic
 - Implementation of innovative HIV prevention strategies such as PrEP, nPEP and Self-Testing
 - CBOs/CSOs strengthened advocacy capacities
- 

90 Findings: SUSTAINABILITY

Will the key financial, policy, economic, technical, social, and institutional achievement achievements of the project remain?

- The regional HIV response remains heavily dependent on external sources, with domestic resources comprising only 31% of regional HIV funding in 2021.
- Several Caribbean countries have graduated to middle-income status over the past ten years, transitioning out of eligibility for external funding from traditional donors.
- The key sustainability intended outcomes of the project are still a challenge:
 - “Increased domestic resources for effective key population programming”
 - “Mobilization of resources for key population’s organizations.”
- The Project’s management unit (CARICOM / PANCAP) currently does not have a viable or consulted financial sustainability strategy to survive without GF funding.
- CBOs/CSOs have gained some sustainability awareness, capacities from the project.
- That the project is already again funded by the Global Fund does not mean it is sustainable.

10. Conclusions

The CARICOM-PANCAP-CVC-COIN-Global Fund project 2019-2022:

1. Had objectives, expected outcomes and activities that did respond to the needs, priorities, policies of the key populations targeted, their organizations, the institutions involved, their countries and the Caribbean region overall, even during the COVID-19 pandemic.
2. Was substantially compatible with other similar or related projects, programs, and policies in both the countries and the Caribbean region overall.
3. Despite successfully completing a myriad of activities, the project's ability to achieve its ultimate goal, as well as its key outcomes and outputs was less tangible.
4. Nonetheless, stakeholders believe that the project's bottom-up approach rendered more and better benefits to the key populations, while the effects of the top-down approach remain less discernible.

10. Conclusions

The CARICOM-PANCAP-CVC-COIN-Global Fund project 2019-2022:

6. The project and, its main implementing partner's approach, performance and overall response to the COVID-19 pandemic was highly praised by the key populations and its organizations.
7. One of the greatest assets of the project was collaboration, both on the personal and the institutional senses.
8. Despite being busy and getting many things done, its efficiency (cost-effectiveness) was highly conditioned by its overall a limited effectiveness and this same rationale applies to assessing its impact.
9. Indeed it is praiseworthy that the Global Fund decided to financially support a new three-year project cycle starting October 1st, 2022. However, that does not mean that the project, or HIV regional response in general, is sustainable.

Conclusions

Based on the review of project documents and contextual literature, on KII, FGD and an online survey, as well as the Evaluation Team's skills and experience, this evaluation, under the already mentioned evaluation criteria, respectfully scores the project as follows:

End of Project Evaluation Caribbean Multi-Country PANCAP-CVC-COIN Global Fund Regional Grant						
	EVALUATION CRITERIA					
SCORE	Relevance	Coherence	Effectiveness	Efficiency	Impact	Sustainability
Very high	Very high	High				
High						
Medium			Medium	Medium		
Low			Low	Low	Low	
Very low			Very low	Very low	Very low	Very low



11. Recommendations

1. Have a thorough **review of their logical framework, performance framework and, most importantly, Theory of Change** so that project inputs, outputs and outcomes are logically chained and sequentially contribute to achieving expected results beyond mere outputs.
2. **Adopt internationally accepted KPI** to track projects' efficiency, effectiveness, quality, timeliness, governance, compliance, personnel performance, and resource utilization.
3. Include standard project evaluation practices to complement project monitoring. Specifically, a **formative evaluation in the mid-term** of the project's lifecycle would be highly recommended.
4. Improve the **top-down/bottom-up approach by applying the same criteria to both** in terms of resource allocation, responsibilities, governance, contribution to project outcomes, accountability, and transparency.
5. **Include a strategic communications and visibility component** that will not only strengthen stakeholders' commitment and sense of ownership, but also promote experience and knowledge dissemination in matters technical, financial, operational, project implementation and lessons learned.
6. GF could **streamline administrative, operational, and financial practices and regulations**, so that they serve not only compliance policies but give agility to project implementation, reflect the organization nature of main stakeholders and most importantly, contribute to project effectiveness.
7. Activities and outcomes pursued through **mini grants would benefit from adjusting their scope, budget, and schedule to the three-year period of the project lifecycle**, so that they can bring about more significant outcomes. Recommendation 6 is particularly applicable to mini grants.
8. GF could consider **supporting the technical, operational, and financial sustainability of its major implementing partners**, chiefly CARICOM, PANCAP, CVC and COIN.

KIND REMINDER: This evaluation is.....This evaluation is not



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project evaluation

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- Interdisciplinary
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- Gender inclusive
- Evidence-based
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- Utilization focused

This is NOT a....

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- An auditing
- A personal judgement about anyone
- An evaluation of the Global Fund
- An evaluation of CARICOM or PANCAP

Thank you very much for your attention,
It is greatly appreciated !!

Muchas gracias por su atención, la apreciamos mucho!!

Merci beaucoup pour votre attention,
C'est très apprécié !!

Bedankt voor jullie aandacht, Het wordt enorm gewaardeerd!!

