



CAPACITY DEVELOPMENT FOR NATION BUILDING IN THE NETHERLANDS ANTILLES

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Final Evaluation Report

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Executive Summary

Introduction: In April 2011, the United Nations Development Programme (UNDP) commissioned a final project evaluation on the “Capacity Development for Nation Building in the Netherlands Antilles” project funded by the Government of the Netherlands Antilles through cost sharing arrangements with the UNDP. The project aimed to support senior public officers to manage the change process and prepare them for the new governance responsibilities that would occur after the dissolution process scheduled for 10th October 2010. The project agreement was signed in June 2009 with a scheduled completion date of June 2010.

The **purpose of the evaluation**, as detailed in the Terms of Reference was to assess the relevance and effectiveness of the project outputs to the transition process of Curacao and Sint Maarten. In addition, the evaluation reviewed the effectiveness of the implementation strategy and lessons that could be applied to the overall administration of similar UNDP projects. In light of the short time frame for completion of the evaluation and recognizing that qualitative methods are better suited to assessing capacity development interventions in the short term, the evaluation methodology utilized document review and face to face interviews with a range of stakeholders including UNDP personnel, former DEVCO staff, Government focal points in Curacao and Sint Maarten, MDG working group members and workshop participants related to each of the project outputs. A key limitation of the evaluation was the unavailability of several key informants who had proceeded on vacation.

Key Findings

Project relevance: Overall, the rationale for the project intervention was sound and the specified outputs (capacity building in change management, negotiation and development planning) were generally relevant to the issues/challenges envisaged for the former NA. A comprehensive diagnostic assessment of the specific needs/issues re each of the former NA islands may have improved the design and by extension relevance of several of the projects outputs. For example, the new Government of Sint Maarten currently faces key challenges of building institutions from the ground up including a dearth of capacity in almost all spheres of Government. The Government of Curacao faces the challenge of merging/integrating the staff of the former federal Government with the existing island Government. The content of the Change Management workshops for each island was essentially the same rather than tailored to the specific needs of each island. In addition, the diagnostic assessment may have identified complementary interventions required for a smoother transition. The report acknowledges that the time and resources to conduct such an assessment were not readily available given the tight deadline.

Effectiveness: The project successfully implemented the majority of outputs with the exception of the data archiving and the negotiation skills training relevant to EU processes. Significantly, the project facilitated the completion of the MDG Report for Curacao and Sint Maarten, thereby ensuring that each island has a baseline assessment of its development status and recommendations for the way forward. While some deficiencies were noted, participants were very satisfied with the content and delivery of the capacity building workshops,. However, further capacity building in each area-change management, Devinfo and interacting with multilaterals- is needed in the post dissolution period. For example, it is only since the dissolution that certain change management issues/challenges have emerged. Similarly, in terms of the Devinfo training, participants have not been able to utilize their skills since the required Devinfo databases were not created. As such, many have forgotten what they have learned or moved to other departments. Retraining is therefore necessary.

Project Administration: Perhaps the most important finding of the evaluation was the pivotal role played by the UN Volunteer in providing support to project implementation and overall management. The UNV was able to bring an extensive knowledge of UN system rules and regulations, the technical capacity in project management -planning, budgeting, implementation, monitoring and reporting- and knowledge of thematic areas of the MDGs. The project also proactively monitored and managed risk by implementing mitigating strategies when issues emerged. The issues

related to procurement of an appropriate consultant for the MDG report constitute a key lesson of the project. The UNDP needs to ensure that consultant selection is driven by clear criteria and UNDP's best advice based on its knowledge and experience with the MDGs.

Sustainability- The negotiation of new development cooperation agreements with the Governments of Curacao and Sint Maarten will facilitate some of the necessary follow up related to development planning and building statistical capacity in each country.

Conclusion- Overall assessment of this project reveals that the rationale for the interventions was generally sound, the approach to implementation in a clearly difficult context –dissolution and transition of five island governments–was effective and the likelihood that Curacao and Sint Maarten will continue to reap benefits from the interventions, has been secured by the negotiation of new development cooperation agreements with the UNDP. In particular, the strategy to ensure 'on the ground' support through the mechanism of a UNV yielded dividends in terms of improved project implementation. That said, the project's overall implementation and effectiveness could have been improved by a stronger diagnosis of the issues or potential issues associated with transitioning to a new state. Although much of the literature on nation building reflects on the situation of post conflict countries, the change management literature has some lessons that can inform national transition.

Lessons learned- The evaluation identified several lessons relevant to **project design** including the need for: a) conduct of a comprehensive diagnosis of the capacity gaps or deficiencies to inform project design; b) project components to be clearly aligned to gaps identified; c) Key stakeholders to participate in project design; d) outcomes to be articulated even in the absence of a country programme.

Lessons identified at the **operational level** indicate that improved project implementation is more likely to be achieved when: a) Comprehensive and well thought out implementation plans are developed including the identification of critical milestones and entities responsible for implementing key tasks; b) Dedicated, experienced and resourceful personnel are assigned to support project implementation; c) Terms of reference for project consultants are clear and unambiguous; d) Criteria for the selection of Consultants are clearly stated and weighted to the needs of the Consultancy; e) Project partners are mutually respectful; f) Principles of inclusivity and participation are embraced.

Recommendations-The evaluation report suggests the following 10 recommendations related to project design and administration:

Project Design:

Recommendation 1: Building on the experience of this project, the new development cooperation agreements should be based on a comprehensive diagnosis of the variables that will facilitate nation building in Curacao and Sint Maarten.

Recommendation 2: The UNDP should consider supporting study tours to Aruba to ensure that Curacao and Sint Maarten benefit from that country's transition experience.

Recommendation 3: The UNDP needs to reassess how the MDG process is communicated to country partners. Rather than focus on the production of a report, the utility of the MDG process as a tool for national development planning needs to be emphasized.

Recommendation 4: Key stakeholders should be involved in project conceptualization to facilitate ownership and buy in.

Recommendation 5: The UNDP should commission a 'good practices' manual or guidelines on the process of developing MDG reports or national development strategies.

Recommendation 6: The creation of an MDG implementation strategy should be included as a mandatory output to the MDG Reporting process.

Recommendation 7: The follow up activities recommended by the Change management Consultant are still valid and relevant to the needs of both countries. As such, it is recommended that implementation of these should be pursued.

Recommendation 8: Follow up training in Devinfo and another more focused workshop on accessing UN system resources should be implemented.

Project Administration

Recommendation 9: Countries without the benefit of a UN office should be able to utilize the UN Volunteer system for project implementation support.

Recommendation 10: The need for a comprehensive implementation plan, particularly in circumstances of limited flexibility, is critical to efficient and effective project implementation.

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Acronyms

BAK	Department for Internal and Kingdom Affairs
BES	Bonaire, St Eustacius, Saba
CBS	Central Bureau of Statistics
CM	Change Management
Cur	Curacao
DEVCO	Department for Development Cooperation
Devinfo	Socioeconomic database
EU	European Union
MDGs	Millennium Development Goals
MDGR	Millennium Development Goal Report
NA	Netherlands Antilles
OECD-DAC	Organization of Economic Cooperation and Development
SIDS	Small Island Developing States
SXM	Sint Maarten
TOC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNV	United Nations Volunteer

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Capacity Development for Nation Building in the Netherlands Antilles

DRAFT EVALUATION REPORT

1.0 INTRODUCTION

The project “Capacity Development for Nation Building in the Netherlands Antilles” was funded by the Government of the Netherlands Antilles through a cost sharing arrangement with the United Nations Development Programme (UNDP) and executed by the Government of the Netherlands Antilles, Department for Development Cooperation (DEVCO). The project was developed in recognition of the fundamental changes that would occur in the five islands comprising the Netherlands Antilles after the dissolution process scheduled for 10th October 2010. As such, the project’s primary aim was to support senior public officers to manage the change process, prepare them for new responsibilities of negotiating with multilateral organizations, assess the development status of the new countries and develop tools and capacity for data management. The project agreement was signed in June 2009 with a scheduled completion date of June 2010.

In April 2011, UNDP commissioned a final project evaluation and a Trinidad and Tobago based Evaluation Consultant, Alexa Khan was contracted to carry out the project evaluation exercise. The Terms of Reference (ToR) of the assignment is included at Appendix 1. The contract for the assignment was signed on 23 June 2011 and the assignment was scheduled for completion by 26 August 2011.

This document constitutes the final draft report of the project evaluation.

1.1 Purpose of the Evaluation

The **purpose of the evaluation** as detailed in the ToR was to:

- identify the achievements of the project for the emerging Small Island Developing States of Curacao and Sint Maarten;
- examine the relevance of the project outputs to national development in newly emerging States.
- document challenges in capacity development;
- identify the implementation challenges; and
- the lessons learned from the particular implementation strategy adopted and to add to the body of knowledge on the needs and challenges of Small Island Developing

States in managing constitutional transitions through a separate lessons learned document.

During the inception mission on 23 June, 2011, the Consultant was also asked to assess:

- the effectiveness of project outputs related to building the capacity (including the knowledge, skills and systems) of public officers in Curacao and Sint Maarten to develop the MDG report;
- the level of involvement of policy makers in the report writing process; mechanisms to ensure that the capacity built can be optimized to compile MDG and similar reports in the future;
- the effectiveness of the Devinfo training, including capacity built in Curacao and St. Maarten; extent to which Dev info data base has been populated in both countries and role and function of the Central Bureau of Statistics in the process in both countries should be carefully assessed; Further, the systems established to ensure utilization and sustainability of the Devinfo database should be reviewed;
- the extent to which the recently published MDG report has been disseminated, to whom and with what level of feedback as well as utilization of the report in planning for health, education, environmental and poverty alleviation interventions among others;
- Stakeholder feedback on the quality of MDG report should also be reviewed;
- the extent to which the Change management training facilitated any changes in mindset and attitude and whether participants have made any practical application of training skills and knowledge gained. Further, the extent to which this output was linked with any other change management interventions pursued by the Governments should also be explored.
- In addition, given that change management is a dynamic process, the evaluation should assess the extent to which any activities have been implemented to follow up the initial training, given that the Change Management Consultant recommended same;

Regarding Output 2: Training in negotiating with the EU and understanding the UN system, the evaluation should assess the extent to which new skills/knowledge were imparted and the relevance of the training to accessing donor funding opportunities or other technical assistance.

Finally, lessons learned regarding what worked well and what could be improved should also be developed.

1.2 Organization of the Report

Following Section 1:

- Section 2 describes the methodology applied to the evaluation of the project in terms of the techniques and tools used for the data collection and analysis;
- Section 3 presents a short description of the project background, its objectives and key outputs;
- Section 4 includes the main findings of the evaluation in terms of the four dimensions explored i.e. relevance, effectiveness, project administration and sustainability;
- Section 5 presents an overall conclusion;
- Section 6 includes the lessons learned and, finally,
- Section 7 presents the main recommendations drawn from the findings of the evaluation

2.0 METHODOLOGY

The “Capacity Development for Nation Building in the Netherlands Antilles” project had three specific objectives to: a) facilitate an efficient transfer of tasks and responsibilities from federal government to the new country governments of Curacao and Sint Maarten; b) develop public officers’ negotiation skills to ensure more effective interaction with multi lateral organizations and c) conduct an assessment of the state of development in the five islands of the Netherlands Antilles through the preparation of an MDG report and the development of capacity for data management. As such, the project was primarily aimed at building the capacity of technocrats and civil society organizations in Curacao and Sint Maarten to facilitate a smoother transition to ‘autonomous’ status. However, as noted in the inception report, the project’s documentation did not include an assessment of specific capacity deficiencies or gaps that were being addressed or an articulation of how the project’s interventions were expected to improve the capacity gaps. As such, the inception report proposed the utilization of contribution analysis to review the project’s theory of change, that is, how the project inputs, activities and outputs were expected to contribute to anticipated outcomes such as ‘more efficient transition to independent countries’. Given that limited information related to outcomes has been collected to date, the evaluation focused on ‘minimalist contribution analysis’. At this level, the analysis develops the theory of change (TOC), and confirms that the expected outputs were delivered. Statements of contribution are based on the inherent strength of the theory of change and on evidence that the expected outputs were delivered. As such, the evaluation reviewed evidence of the achievement of key milestones at the input, activity and output stages of the project including the extent to which the project was implemented as intended. In addition, an effort was made to determine the extent to which key outcomes may or may not be achievable based on the project’s TOC and stakeholder feedback.

Assessment of the effectiveness of the training workshops was based on the theoretical framework developed by Donald Kirkpatrick¹. Based on the TOR, the evaluation focused on levels 1 to 3 of the model as detailed in Exhibit 2.1.

EXHIBIT 2.1 KIRKPATRICK MODEL FOR EVALUATING EFFECTIVENESS OF TRAINING PROGRAMME	
Level 1- Reaction	How did participants react to the program?
Level 2-Learning	To what extent did the participants improve knowledge and skills and change attitudes as a result of the training
Level 3-Behaviour	To what extent did participants change their behaviour in the workplace as a

¹ Kirkpatrick, D.L. “Techniques for Evaluating Training Programs”, Evaluating Training Programs, Alexandria, VA. 1975, ASTD, pp. 1-17

	result of the training?
Level 4- Results	What organizational benefits resulted from the training?

Data related to levels 1 and 2 were assessed from workshop evaluation reports for each of the workshops. Additional data to verify findings of the session evaluations and probe for underlying issues was obtained from interviews with UNDP staff, key stakeholders in each country and workshop beneficiaries.

In respect of level 3, feedback from beneficiaries was the primary data obtained to assess changes in behaviour. The unavailability of personnel to cross reference beneficiary feedback (including supervisors or peers) was a major limitation.

2.1 Methods

The evaluation utilized primarily qualitative methods as the most appropriate method to capture behavioural changes in the short term. Face to face and telephone interviews as well as email consultations were held with key stakeholders and beneficiaries of the projects' outputs in both Curacao and Sint Maarten. Stakeholder feedback, supported by a review of project documentation was analyzed through triangulation to identify critical issues.

An evaluation matrix was developed during the inception phase and adjusted based on stakeholder feedback. The evaluation matrix (see Appendix II) details the evaluation dimensions, the corresponding key questions, indicators and sources of data.

Work planning and primary data collection was conducted between 23 June and 22 July, 2011.

The paragraphs below detail the different sources solicited for this evaluation.

Document Review

The Evaluation Consultant reviewed a range of documentation including:

- The original project proposal
- Quarterly project progress reports
- Terms of reference for each of the workshop Consultancies
- Terms of Reference for the MDG Report Consultant
- TOR for the UN Volunteer
- Workshop Evaluation Reports for the Devinfo, Change Management and MDG lecture sessions
- Email and mail correspondence related to implementation of project activities
- Newspaper clippings and website information on the project
- The Final MDG Report "Curacao and Sint Maarten 2011"
- MDG Work Group Minutes

- Devinfo work group Minutes

A complete list of the documents reviewed is included at Appendix III.

Interviews

Interviews were conducted as follows:

- Key UNDP staff members involved in the project;
- Focal points for Sint Maarten and Curacao island Governments
- Key staff of the former DEVCO based in Curacao
- The UN Volunteer assigned to provide technical support
- Members of the MDG Work Groups from Sint Maarten and Curacao
- Participants of the Change Management Workshops in Curacao and Sint Maarten
- Participants in the Devinfo Workshops;
- Participants on the One UN System Workshop
- Key Informants in central and line Ministries related to development planning

A complete list of persons interviewed is provided at Appendix IV. Interview protocols are included at Appendix V.

2.2 Limitations

The project evaluation was constrained by several issues including the following:

- i. The evaluation was initially scheduled to begin at the end of April to ensure that the Consultant had the opportunity to interview the UN Volunteer prior to the end of her contract. Unfortunately, due to several scheduling issues, the Consultancy did not commence until 23 June, 2011. As a result, the consultant was unable to meet with the UNV. However, a teleconference was arranged to ensure that the evaluation could benefit from her input;
- ii. The delayed start also had a negative impact on the availability of workshop participants for the anticipated focus group interviews. Public Officers in both Sint Maarten and Curacao traditionally proceed on vacation leave from mid June to mid August. As such, the focus group interviews could not be arranged. Despite this, every effort was made by the Coordinators on both islands to ensure that individual interviews were scheduled with participants in the Change Management Workshops, MDG lectures, devinfo workshop and One UN system workshop. In fact, several persons interviewed had participated in the several workshops and were also part of the MDG working group. As such, the Consultant received feedback on a range of the project's components from the relatively small number of individual interviews;

- iii. The contact information for the participants in the Change Management workshop in Sint Maarten comprised of a list of names without any corresponding information on position/organization and phone or email contacts. The Coordinator in Sint Maarten was not involved in the project at that time and therefore did not have any additional information. The Coordinator therefore had to rely on her knowledge of the public service to identify potential interviewees. As such, only a small sample of persons were able to provide feedback on the CM workshop.
- iv. Generally, the project records related to participants' list for the various workshops and training sessions were of varying quality. Some lists (One UN System, MDG lectures, Devinfo) did not include the event title or the number of persons who actually attended. As such, it was difficult to determine the actual number of participants of each workshop/lecture session.
- v. Both coordinators noted difficulties with scheduling and re-scheduling interviews due to the uncertainties surrounding the start date of the evaluation. As such, during the mission, persons who had previously indicated their availability did not show up for the interview. Email consultations were pursued as a mitigating strategy, however out of six persons, only one person responded.
- vi. At the time of the field missions, the MDG reports had not been disseminated in Curacao and only a limited number had been distributed in Sint Maarten. As such, stakeholders could not comment on how the reports had been utilized to date. Prospective questions on how the report could be utilized were asked instead.
- vii. Assessment of the project's efficiency, that is cost to output ratio was challenging due to the lack of comparative data on the cost of similar exercises including training in Devinfo, compilation of MDG reports, Change management training etc. However an effort to identify cost savings related to the recruitment of UN personnel is detailed in Finding 15.

3.0 PROJECT CONTEXT AND PROFILE²

3.1 Project Rationale

The former Netherlands Antilles (NA) consisted of five islands: Curacao and Bonaire as the Leeward Islands and Saba, St. Eustatius and St. Maarten as the Windward Islands. After 56 years as an autonomous Entity within the Kingdom of the Netherlands, and based on various referenda held, the five islands of the NA agreed on a different constitutional arrangement within the Kingdom of the Netherlands. This constitutional reform resulted in the dismantling of the NA on the 10th of October 2010. Curacao and St. Maarten are now autonomous countries similar to Aruba and The Netherlands within the Kingdom of the Netherlands. Bonaire, Saba, and St. Eustatius became municipalities of the Netherlands. The dismantling of the NA required that new institutions be created merging the federal and island levels into one layer of government. The need arose for government officials to be trained on how to prepare themselves in order to adapt to and function in the new situations. The civil servants had to prepare themselves to deal with the possible consequences resulting from the constitutional changes in the former NA, and this included the efficient transfer of existing institutional knowledge, tasks and responsibilities to the new entities.

In this regard, the United Nations Development Programme (UNDP) in partnership with the Department for Development Cooperation (DEVCO) commenced a new capacity development arrangement in 2009 "Capacity Development for Nation Building in the Netherlands Antilles". In June 2009, Mrs. Emily de Jongh – Elhage, Prime Minister of the Netherlands Antilles, signed the cooperation agreement on behalf of the Netherlands Antilles, while Dr. Marcia de Castro, Resident Representative of the UNDP for the Netherlands Antilles, Aruba and Suriname, signed on behalf of the UNDP. The cooperation agreement was implemented by the Department for Development Cooperation (DEVCO). The main objectives of the project were:

- To facilitate an efficient transfer of tasks and responsibilities from federal government to new country governments including to the new countries (Country Curacao, Country St. Maarten) and archive data;
- To develop capacity in the new countries for interacting with multi lateral organizations;
- To conduct an assessment of the state of development in the five islands of the Netherlands Antilles through the preparation of an MDG report and the development of capacity for data management

² Information for this section based on the Project Document and the Paper on the MDG Process (DEVCO)

3.2 Description of Project Approach and Expected Outcomes

The three key outputs of this cooperation agreement are detailed in Exhibit 3.1 below.

Exhibit 3.1 Project Component and Related Activities		
Output	Activities	
1. Capacity built for transitioning from federal to country level in the areas of change management, and data transfer and archiving	<ul style="list-style-type: none"> ▪ management workshops for the civil servants in St. Maarten and Curacao targeting 65 key government officials ▪ recruit expert for archiving of data ▪ Registration of the Archives in DEVCO ▪ Communications Plan 	<ul style="list-style-type: none"> Two Change Source and Upgrading and Preparation of
2. Capacity for negotiating with multilateral organizations.	<ul style="list-style-type: none"> ▪ least 20 civil servants of the NA in accessing funding from the EU of the Community Programmes ▪ negotiating and interacting with the reformed UN System. 	<ul style="list-style-type: none"> Training of at Workshops on
3. Completed national MDG report and creation of socio-economic databases for Curacao and St Maarten	<ul style="list-style-type: none"> ▪ MDG's and MDG reporting ▪ MDG Report ▪ database established and training organized 	<ul style="list-style-type: none"> Workshop on Preparation of DEVINFO

In terms of Output 1: Capacity built for transitioning from federal to country level in the areas of change management, and data transfer and archiving, the objectives of the workshop included:

- To build understanding of the dynamics of change and transformation and their implications for transforming the Civil Service of Curacao and St. Maarten;
- To provide a perspective for the participants to manage the change processes that were occurring in the Netherlands Antilles Civil Service at the Federal and Island levels and empower them to motivate and lead their subordinates to follow suit;
- To sensitize the participants to how their subordinates are likely to react to the frame breaking change in the Civil Service of the Netherlands Antilles via their exposure to concepts, frameworks and discussion of the cycle of transformation.
- To assist the participants to understand the role they must play as the facilitators of change and transformation

The target audiences of these workshops were the Heads of Directorates, the Central Government and representatives of the island territories, Bonaire, Curacao, Saba, St.Eustatius and St.Maarten

In terms of Output 2: Capacity for negotiating with multilateral organizations, the “One UN System Workshop” was conducted in both countries to:

- Build a shared understanding of how the UN system functions and opportunities for enhancing future relations
- Map UN agency coordination in the region, current programs in the NA and actions for better future coordination through a participatory process;
- Support consistency between short-term, medium term and long-term development policies related to UN partnerships
- Strategize about how to increase capacity of the new governments to take a lead role in the management of development co-operation on information and membership within the various UN agencies.

In terms of Output 3: Completed MDG report and creation of socio-economic databases for Curacao and St Maarten, two MDG sensitization and advocacy workshops and public lectures were held in Willemstad, Curacao and Phillipsburg, St. Maarten, Netherlands Antilles to create awareness and encourage commitment to the achievement of the MDGs in the Netherlands Antilles.

Implementation arrangements: Overall management of the project was spearheaded by DEVCO through the appointment of a Programme Manager and the assignment of support staff. In order to ensure efficient project implementation and coordination with the UNDP, a UN Volunteer (UNV) was recruited as the UNDP Liaison Officer for the Netherlands Antilles. Initially to be based in Port of Spain, the UNV was eventually based in Curacao for the duration of the project.

Project Costs: The total budget for the project was **US\$354, 116.50**

4.0 KEY EVALUATION FINDINGS

This section presents the main findings of the evaluation in terms of project design and relevance, effectiveness, efficiency, sustainability and project administration.

4.1 Relevance

The following paragraphs discuss the overall relevance of the project and its design. These two dimensions of the evaluation have been coupled in one section recognizing that a project's design must be relevant to identified needs. The OECD-DAC Glossary defines relevance as "the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies." The Glossary also notes that, "...retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances."³ The project's design therefore must be relevant to both the problem to be addressed and contextual factors. This section of the report examines the design of the project and presents findings on the extent to which the project addressed the needs and expectations of Curacao and Sint Maarten as well as the then Federal Government of the NA. In addition, the extent to which the design/approach was appropriate to facilitating the transition to autonomous status will be presented.

Finding 1: The rationale for the project was sound given the ongoing discussions regarding dismantling of the NA. The need to equip public officers in Sint Maarten and Curacao to manage the changed circumstances anticipated after October 10 2010 was clearly necessary.

The former Netherlands Antilles (NA) consisted of five islands: Curacao and Bonaire as the Leeward Islands and Saba, St. Eustatius and St. Maarten as the Windward Islands. After 56 years as an autonomous Entity within the Kingdom of the Netherlands, and based on various referenda held, the five islands of the NA agreed on a different constitutional arrangement within the Kingdom of the Netherlands. This constitutional reform resulted in the dismantling of the NA on the 10th of October 2010. Curacao and St. Maarten are now autonomous countries similar to Aruba and The Netherlands within the Kingdom of the Netherlands. Bonaire, Saba, and St. Eustatius became municipalities of the Netherlands.

³ OECD-DAC Glossary of Evaluation Terms

The dismantling of the NA meant that each of the five island territories would experience fundamental changes to their respective structures and systems of governance. Further, among the five islands, the anticipated changes for Curacao and Sint Maarten would be much greater compared with Bonaire, St. Eustacius and Saba (BES) the latter having elected to become Municipalities within the Kingdom of the Netherlands and therefore not 'autonomous' countries in the Kingdom. Recognizing the enormous challenges inherent in such a transition, including the need to dismantle existing institutions and create new ones, DEVCO conceptualized the project aimed at preparing senior government officials in each island to function in the new situation.

For example, within the Netherlands Antilles, the Federal Government based in Curacao was responsible for overall policy direction in all areas including education, health, economic planning, budgeting and financing, legislation, negotiation with multilaterals and other critical state functions. The five Island territories were not required to engage in development planning or the decision making related to budgetary allocations among the five islands. The dissolution meant that both Curacao and Sint Maarten would now have full responsibility for charting their respective development paths including for example the most appropriate economic development model. With the exception of defense and foreign affairs, the new autonomous countries would be responsible for creating their respective budgets, sourcing funding for capital investments, administering the public sector, achieving key health and education goals among other things. As such, the need to build public sector technical capacity in policy programming and implementation as well as 'managing change' was critical.

In addition, the completion of an MDG report for the Netherlands Antilles was deemed to be a good foundation for each of the islands to build their national strategic development plans in the post 10/10/10 period. Finally, the need to complete the development cooperation arrangements, including the utilization of outstanding funds, prior to the dissolution was also a factor in moving forward with the project.

Finding 2: The project's design, particularly the change management component, may have benefitted from a diagnostic assessment of the needs of each island to inform the proposed interventions. A closer alignment between the specific needs of each country and the proposed interventions could have improved the relevance of project components.

At the outset, the Consultant acknowledges that the conceptualization and development of the project by Devco and the UNDP, occurred under less than ideal circumstances including:

- ongoing uncertainty regarding the specific date for the dismantling of the NA⁴;
- the precise nature of the changes that could be expected related to the various constitutional arrangements being discussed;
- increased tension between the Federal Government and island territories;
- the limited time available for completion and approval of the project document

among other things.

That said, an initiative aimed at building capacity for a smoother transition from one form of governance to another involving six⁵ entities- 5 island territories and the federal Government- required an assessment of the challenges that could potentially face each of these entities. For example:

- How would the roles, responsibilities and functions of each island territory change after 10/10/10?
- Would these changes be the same or different for Municipalities compared with autonomous governments?

In addition, facilitating the input of counterpart staff from each of the island territories in the development of the project may have ensured a more cohesive proposal as well as ownership and 'buy in'. Interview feedback suggests that in both Curacao and Sint Maarten, change management teams and strategies were established to coordinate the transition⁶. However, it is not clear how the specific territory strategies and plans were being coordinated with the DEVCO/UNDP project, if at all.

Although the project proposal suggests that no 'best practices' were available on this type of transition, key lessons on managing large scale change processes are included in the change management literature. For example, the need to involve key stakeholders throughout the process and implement a communication strategy to ensure that everyone is aware of the change process and ongoing progress, is critical to smooth transitions. The need for a more inclusive and participatory process was especially important in the case of the NA given the historical difficulties related to administration of the islands. Key informants noted for example, "...there had always been tensions with DEVCO in terms of managing knowledge and information...Sint Maarten always marginalized". Alternately, "...always a challenge to govern the islands due to geographical dispersion ...each has a distinct culture".

⁴ Given that the date had shifted several times from the initial December 15th 2008

⁵ In fact seven entities if one includes the Government of the Netherlands.

⁶ Interviewees were unable to state the dates on which these teams were established but they had participated in training sessions organized to manage the change.

The feedback from both UNDP and DEVCO revealed that limited time was available to develop the project proposal and commit funds, leaving little opportunity to engage island governments in the process.

Finding 3: An initial diagnostic of the changes expected due to the Dissolution of the NA may have identified critical change management issues for SXM and Curacao to be incorporated in the CM workshop proposal.

Key stakeholders in the Federal Government of the NA had long recognized the need to build public officers' capacity to manage change. As far back as April 2008, DEVCO-in collaboration with the University of St. Maarten-had organized a change management workshop entitled "The Strategic Management Response to the Challenges of the Constitutional Changes". Following the workshop participants requested a follow-up workshop. Therefore, DevCo took the initiative to organize follow-up workshops in collaboration with the UNDP. It is important to note that the focus for the change management workshop was specifically the 'people' aspect of change. As noted in the Aide Memoire for the workshop:

“... The human aspects of change and transformation goes further than focusing on organizational structures, number of staff to replace or lay off, project plan, performance reward systems, service delivery framework, financial planning, constitutional regulations; so called the THINGS. The other part of the equation in the dynamics of change and transformation is PEOPLE: People with all kinds of backgrounds and human dynamics such as; intuition, experience, emotions, perception, interpersonal relations, integrity, dignity, moral values, beliefs, vision...etc.

The guiding assumption was that the 'things' aspect would be comprehensively addressed, therefore the workshop should focus on the 'people' aspect often overlooked in major transformation exercises. The goal of the workshop was therefore to build participants capacity to respond effectively to and to act as facilitator of major organizational and constitutional changes ahead.

Unfortunately, in the post 10/10/10 period, *the critical change management issues that have emerged suggest that there was also a need to support capacity related to the establishment of systems, processes and procedures.* That is, public officers in both Sint Maarten and Curacao are currently struggling with issues such as clarity of roles and responsibilities, levels of authority for decision-making, reporting relationships, validity of decisions made under the previous constitutional arrangements, inadequate/irrelevant legislation and the like.

Interview feedback and document review did not reveal any evidence to suggest that the conceptualization and development of the change management workshops took into account parallel change management interventions that were being organized by the island territories. In

addition, there is no evidence to suggest that an assessment of the differences and/or commonalities related to ‘people’ changes had been completed to inform the sessions. The Facilitator’s report notes that “...After two informative talks in Curacao and St. Maarten, the two day workshop for Heads of Departments and their staff was convened on February 3-4 2010, in Curacao and March 3-4, 2011”. It is not clear whether these island level discussions informed the workshop content.

A preliminary situational assessment of the context within which each of the key players was operating, may have identified, for example that dismantling of the NA would have had implications similar to an ‘organization merger’ for Curacao and the former federal government. On the other hand, Sint Maarten would have been faced with issues related to building a new public administration and related state institutions. As noted earlier, Curacao was characterized by excess capacity while Sint Maarten needed to build capacity (quantity and quality) from the ground up. As such, the change management issues related to ‘merging’ organizational entities including clear communications, transparent processes and procedures for determining positions and staff to be retained versus positions that would become redundant would have applied to Curacao. A comprehensive change management strategy for Sint Maarten would also have addressed communications issues, reporting relationships, establishment of new systems and processes; recruitment of key staff including criteria and process for selection.

Finding 4: The experience of Aruba, a former territory of the Netherlands Antilles that had transitioned to ‘autonomous country status’ in 1986 could have provided some sound lessons to Curacao and Sint Maarten in preparation for the dissolution of the NA.

Although the project proposal noted that there were no ‘best practices’ that could guide the transition process, interview feedback revealed that a former territory of the Kingdom of the Netherlands, Aruba had in fact transitioned to autonomous status approximately 25 years before. Although the process was not documented⁷ to identify ‘best practices’, a study tour to Aruba may have been productive in terms of mapping their process through the transition and also lessons learned in the aftermath. While acknowledging that Aruba’s experience should have been explored, stakeholders noted that the tight time horizon established by the agreement to dissolve the NA by 10/10/10 meant that there was insufficient time to explore Aruba’s transition experience.

⁷ A quick internet search was performed to identify research or other reports on the Aruba experience, but none were identified.

Since the dissolution, Department for Internal and Kingdom Relations (BAK) has facilitated a study tour to Aruba to learn about key governance issues such as mechanisms to ensure transparency in decision making and recruitment as well as limiting political interference in the public sector. Interview feedback indicated that the Aruban officials were eager to share their experiences and also to learn from the Sint Maarten officials about projects such as the establishment of an Ombudsman's Office. It is clear the both Curacao and Sint Maarten can still learn from Aruba and should therefore explore avenues to engage their Aruban counterparts.

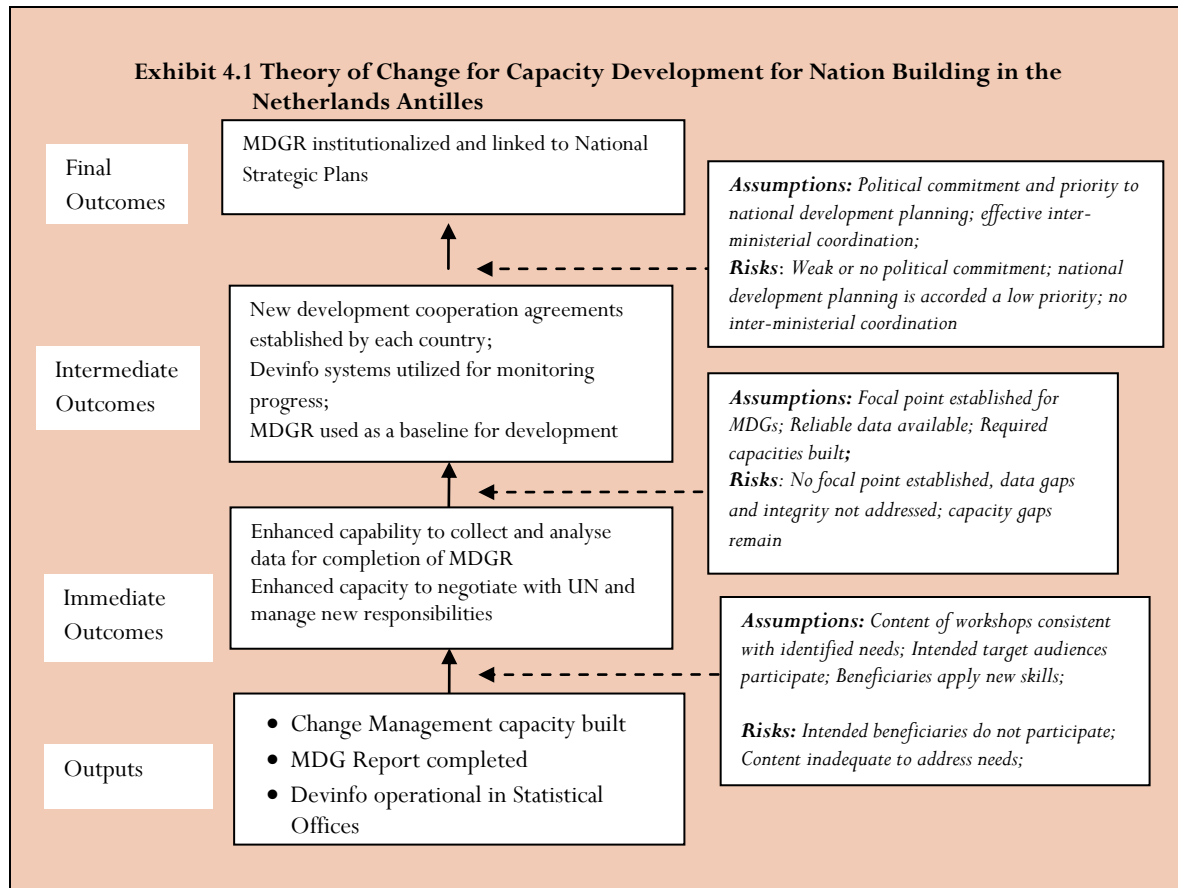
Finding 5: The project outputs were generally relevant to the transition process. They may also potentially inform the national development planning process, however more needs to be done to ensure that country level stakeholders understand that the MDGs constitute a powerful tool for development planning, rather than a process to produce a report.

The project's results framework did not specify intended outcomes due to the lack of a Country Programme for the NA. This notwithstanding, Exhibit 4.1 reflects the project's implicit theory of change; that is how the project's outputs were expected to contribute to immediate, intermediate and final outcomes. As detailed in Exhibit 4.1, the primary focus of the project was to facilitate the MDG process with the aim of producing an MDG report. The training in devinfo would also contribute to sustained focus on utilization of statistics for policy and programming. The project's design anticipated that these outputs would constitute an effective foundation for the process of development planning based on several key assumptions including that the MDG lectures and process would increase key stakeholders understanding of the MDGs and its link to development planning.

Interview feedback indicated that the majority of individuals involved in the MDG process were very clear about the need for the report but were less clear about the implications of the report for development planning. In addition, the political directorate, particularly in Curacao appears to be skeptical about the MDGs relevance to the country's development⁸. Somehow, the message that the MDGs supports long term development planning and requires adaptation based on the current development status of countries and their future state, appears to have been lost.

It is anticipated that the process toward establishing a national development plan will engage decision makers in dialogue on the need for new targets more relevant to the development vision on Curacao and Sint Maarten. The clear message that 2015 is not an end state and the MDGs are not set in stone must be communicated to the political directorate to ensure that they understand the value of development planning and the role of the MDGs in the process.

⁸ Based on interview feedback with key informants.



4.2 Effectiveness

Effectiveness refers to the extent to which programme objectives have been achieved or are likely to be achieved. This part of the report will assess the extent to which project objectives are *likely* to be achieved given the fact that research findings are still preliminary and have not been formally disseminated to date.

As noted earlier, the main objectives of the project were to:

- facilitate an efficient transfer of tasks and responsibilities from federal government to new country governments including to the new countries – Curacao and St. Maarten and archive data
- develop capacity in the new countries for interacting with multi lateral organizations;
- conduct an assessment of the state of development in the five islands of the Netherlands Antilles through the preparation of an MDG report and the development of capacity for data management .

As such, this section of the report will discuss the extent to which the project has contributed to:

- ✓ Strengthening public officer's capacity to assume new functions;
- ✓ National stakeholders capability to collect data, conduct analysis and prepare the MDG report
- ✓ Utilization of the MDGs to track development outcomes
- ✓ Strengthening public officer's capacity to negotiate with multilateral institutions;

In addition, the extent to which the project achieved unintended outcomes will be discussed.

Finding 6: The majority of the projects' outputs have been achieved with the exceptions being the data archiving of DEVCO and the building of negotiation capacity related to EU programming.

Overall, the project successfully implemented each of the key components, with a few exceptions. As detailed in Exhibit 4.2 several key components were completed including the two Change Management Workshops, two workshops to sensitize key stakeholders to the UN system, two lectures on the Millennium Development Goals, two training workshops on the Devinfo system and the completion of an MDG Report covering Curacao and Sint Maarten.

Exhibit 4.2 Project Component and Related Activities		
Output	Activities	Status of Completion
1. Capacity built for transitioning from federal to country level in the areas of change management, and data transfer and archiving	<ul style="list-style-type: none"> Change management workshops for the civil servants in St. Maarten and Curacao targeting 65 key government officials 	<p>Two</p> <p>Curacao held on February 3-4 2010. The average attendance was 43 persons over the two days</p> <p>Sint Maarten workshop held on March 3-4, 2010 with an average attendance of 20 persons per day.</p>
	<ul style="list-style-type: none"> and Registration of the Archives in DEVCO of Communications Plan 	<p>Upgrading</p> <p>Preparation</p> <p>Work on this component discontinued due to legal issues regarding the archives of the NA;</p>
2. Capacity for negotiating with multilateral organizations.	<ul style="list-style-type: none"> at least 25 civil servants of the NA in accessing funding from the EU of the Community Programmes 	<p>Training of</p> <p>Postponed until after October 10th 2010 on the advice of the EU</p>
	<ul style="list-style-type: none"> on negotiating and interacting with the reformed UN System. 	<p>Workshops</p> <p>Two sensitization workshops on the UN system were facilitated by the UNIC Director for St. Maarten and Curacao</p>
3. Completed national MDG report and creation of socio-economic databases for Curacao and St Maarten	<ul style="list-style-type: none"> on MDG's and MDG reporting 	<p>Workshop</p> <ul style="list-style-type: none"> Two sensitization workshops targeting governmental, civil society, academic and media personnel were held in Curacao and Sint Maarten
	<ul style="list-style-type: none"> of MDG Report 	<p>Preparation</p> <ul style="list-style-type: none"> MDG Report for Curacao and Sint Maarten completed and launched in February 2011.
	<ul style="list-style-type: none"> database established and training organized 	<p>DEVINFO</p> <ul style="list-style-type: none"> Two Devinfo workshops conducted in Curacao (11 participants) and Sint Maarten, however, databases have not been established to date

- The UN System workshops took place on Friday 17 September 2010 in Curacao and Wednesday September 15th 2010 in St. Maarten facilitated by Mrs. Angelica Hunt Director United Nations Information Centre, Trinidad and Tobago. Government officials from the Federal as well as the Island government participated in the workshop.
- The two MDG sensitization and advocacy workshops and public lectures were facilitated by Stefano Pettinato⁹ in Willemstad, Curacao (31 May -01 June 2010) and Phillipsburg, St. Maarten (08 – 09 June 2010) with participation of representatives from all five islands.
- Training workshops targeting potential users of the DevInfo databases were held in Sint Maarten (13-15 September 2010) and Curacao(20-23 September 2010), facilitated by a UN resource person, Elizabeth Hopi¹⁰c.

Although it was initially envisaged that the MDG report would cover the five islands of the former Netherlands Antilles, challenges related to the unavailability of data and the tight time horizon to the dissolution lead to a decision to refocus the report on Curacao and Sint Maarten. The report was completed and launched on the 4th February in Curacao and 9th February in Sint Maarten.

Two components of the project were not implemented as planned. The UNV's quarterly report dated August 26, 2010 indicated the following:

“At a recent meeting with the staff of the National Archives, it was learned that based on the rules and regulations, certain documents created in the various departments cannot be moved to another department or entity. Furthermore, the National Archives has established a working group with the responsibility for the transfer of archives to the new entities. Based on this regulation, it was decided not to continue with the automation and digitalization of the DEVCO archives.

Another planned activity within the project under the output 2 capacity developed for negotiating with multilateral organizations in the so called Communitarian Programmes will not take place before 10/10/10. This is based on the decision taken by the European Union to await the transition into the new countries where the new Territorial Authority Officers would have been selected. It is suggested to hold the activity at the end of October”¹¹.

Regarding the capacity building for negotiating with the EU, workshops have not been held to date.

Finding 7: The project successfully facilitated the completion of an MDG Report for Curacao and St. Maarten. As such, both countries now have a baseline assessment of key development issues that can be utilized in the process of nation building

⁹ Team Leader, MDGs, UNDP Regional Center, Panama

¹⁰ Ms. Hopi is attached to the UNICEF Office, Bosnia/Herzegovina

¹¹ Quarterly Progress Report, August 26 2010

As noted earlier, the final MDG report for Curacao and Sint Maarten was significantly different from the intended output of a baseline report relevant to the five islands of the former NA. The initial idea to complete a report reflecting the development status of the five islands prior to the October 2010 dissolution was eventually abandoned due to the lack of data on the BES islands and the desire to have a submission completed by September 20th. As such, the final MDG report provides a baseline analysis of the MDGs for Curacao and Sint Maarten.

In addition, the process established for development of the report, including the sensitization lectures and creation of MDG working groups comprising governmental, civil society and academic stakeholders contributed to a highly participatory process, particularly in Sint Maarten. Review of MDG working group Minutes for Sint Maarten¹² as well as interview feedback from stakeholders from Curacao and Sint Maarten suggests that the MDG working Group process was more cohesive and participatory in Sint Maarten. The focal point in Curacao noted that the Curacao Group, "...did not really evolve into a true working group in the sense of a group that would lobby government on issues...it was a group of people who submitted data on indicators". Conversely, the group in Sint Maarten is still active and interested in participating in any activities to follow up the initial MDG reporting process. The participation of private sector stakeholders was minimal in both countries although a private sector representative was part of the MDG Working Group in Sint Maarten.

Overall, key informants who were involved in the MDG process indicated that the process heightened their understanding and appreciation of the MDGs as a tool for planning. The MDG process has increased their capacity to reflect on development issues and the future of their new countries. That said, several individuals noted that many of their colleagues across the public sector were still generally unaware of the MDGs and/or the implications for national development. Interview respondents revealed that they had not made any additional effort to involve their peers in the process by holding meetings or other feedback sessions during the MDG process. However, in the case of Sint Maarten, some MDG members have shared the electronic copy of the MDG report since it was launched.

Although there was an MDG launch and press release, no promotional interventions have occurred since. Key informants agreed that a communication campaign and/or a mechanism for direct follow up and engagement with Ministries and other stakeholders was required to sustain awareness and ensure that all stakeholders understand their roles in contributing to the achievement of development outcomes.

¹² No Meeting Minutes for Curacao MDG working group meetings were received

Finding 8: Although extensive reviews were conducted by external experts, several errors regarding statistical figures, interpretation of data, format of the report have been identified in the final version.

The quality of the final report was negatively impacted by a number of factors including the poor quality of the initial draft report submitted by the MDG Consultant.

By all reports, the quality of the first draft of the MDG report was very poor. Stakeholders noted that the report was poorly written; sentence structure, flow and logic as well as the large number of grammatical errors all contributed to a report that was difficult to read. One contributing factor to the poor use of language may have been that the Consultant's first language was Dutch and not English. This notwithstanding, the report was also characterized as technically weak, especially the interpretation and analysis of the data and "...unfounded random opinions¹³ included in the report that were unsupported by evidence¹⁴".

Finally, after several attempts to have the Consultant complete an acceptable version, DEVCO took the decision to pay the Consultant 60% of his fee and assigned the re-writing of the report to the UN Volunteer and another DEVCO staff member. A much improved final report was produced and was reviewed by MDG experts at the UNDP Regional Centre in Panama and relevant UN agencies based in New York. In Curacao, a number of scholars peer reviewed the report. Despite this comprehensive review, several issues also characterized the final report:

- As it is written, information on Curacao, Sint Maarten and the Netherlands Antilles are combined under each of the goals. As such, policy makers must read the entire report to identify issues pertinent to Curacao or Sint Maarten. A more user friendly structure may have been to write a report in which the first half analyzed the situation of Curacao and the second half, the situation of Sint Maarten. The opportunity to re-write the report could have been optimized by, for example, reviewing the structure of the report. The Evaluation Consultant acknowledged that this may not have been possible, given the challenges experienced regarding completion of a higher quality report.
- No explanation is included for the decision not to use 1990 as the baseline year;
- There are several discrepancies in the data. For example on page 23, Goal 4 on reduce child mortality references the target on under five mortality rate but only gives information on the infant mortality rate; Also on page 23 no data is included under Goal 7 re access to sustainable source of drinking water and several other indicators, however on page 100 the

¹³ The evaluation consultants' review of the draft submitted by the Consultant supported the assessment of key stakeholders.

¹⁴ MDG Working Group member

relevant data is included. A similar issue is noted re Goal 8 on page 24, that is no data, but on 111 the data is included;

Several factors appear to have contributed to the quality issues identified in Consultant's report.

In the case of the initial consultancy, the duration of the assignment was reduced from 12 weeks to 8 weeks and finally to 6 weeks "due to a number of factors experienced by the UNDP office in Trinidad"¹⁵. This was an unrealistic time frame for the completion of a report of this nature. The challenges to completion of this exercise would have been compounded in the case of the NA by the fact that the Consultant would have had to identify and assess data on the 8 MDGs and 91 Caribbean MDG indicators for five islands. The region wide challenge regarding the unavailability of reliable and valid data would have been a major constraint in the NA. Prior to the dissolution, data from each of the islands was forwarded to the CBS and aggregated to produce reports on the NA. As such, existing data for each of the islands would have required CBS to disaggregate information in their databases. Alternatively, each of the islands would have had to identify credible data sources with data in a ready to use format, such as a database.

Interview feedback suggests that obtaining useable data was difficult in each island. Stakeholders noted that data gathering requires time since data, though available in administrative records, needs to be collated and compiled. Further, the integrity of the data was often questionable. Note:

"The data collection capacity in Ministries is weak. I believe that we have significant problems with the quality of data currently being produced...Also people need to be sensitized to the importance of data and the need for reliable and valid data... previously, statistics from the hospitals were sent to NA and incorporated into data for the Netherlands Antilles... so there is limited capacity in Sint Maarten...for health stats, the hospital gives one count, the Census dept. another and the youth department another. There is a general unwillingness to release or share data among agencies...there are data quality and data integrity issues in each of the departments. ...for example, the births data for SXM may be flawed due to a number of factors; people go to the French side to deliver babies and then return to SXM, the is birth not recorded; similarly people go to St. Eustacius, and Saba to deliver and move back; persons deliver at home...some never attend ante natal clinics; some are delivered by a private mid wife who has a birthing centre-these may not be recorded...the information in the MDG report may just be the tip of the iceberg and further work needs to be done to fill the data gaps...there is a clear need for a diagnostic assessment of the statistical data collection, cleaning, analysis and collation systems across the entire public sector"¹⁶.

The attempt to expedite the process by having the MDG working groups collect the data was a good idea, however stakeholders agreed that the time allocated for this process was too short.

Finally, the process to produce an MDG report is generally iterative and emphasizes a participatory and inclusive approach to ensure that key stakeholders are involved and contribute meaningfully to the process of development planning. Participatory processes such as these are therefore inherently time consuming. However, several respondents noted that "the entire exercise seemed to be rushed

¹⁵ Quarterly progress Report, August 26 2010

¹⁶ Key Informant Sint Maarten

and did not allow for the time necessary to obtain data or dialogue on the issues”.¹⁷ The MDG Consultant also noted the lack of responsiveness regarding submission of comments on the draft as a constraint. Considering these issues, a more realistic time frame would have been at least 12 weeks.

Finding 9: In the post 10/10/10 period, the focus in both St. Maarten and Curacao has been on establishing new systems, processes and procedures, recruitment of staff, procuring office space and other basic functions. As such, new Ministries and Departments have yet to review the MDG report for programming or delivery issues.

Since the launch of the MDG report in February 2011, the Prime Minister of Sint Maarten issued a directive that the MDG report should be reviewed by all Ministries and Departments to ensure that development issues highlighted therein are incorporated in Ministry policies and plans. Such a call to action’ clearly reflects a certain level of political buy in to the MDG process and also an understanding of how the MDG report can assist with development planning as the country moves forward.

Feedback from Curacao is less optimistic as the political directorate has yet to issue any clear directives regarding the report and several Ministers appear to be openly skeptical about the relevance of the goals to Curacao. However, the greatest constraints to utilization of the report-in both countries- relate to the transition issues that both are facing on a daily basis. As one stakeholder noted, “....80% of our time is taken up with structure issues...fighting fires...the other 20% is with substantive issues”. The transition to autonomy and the attendant changes including the need to establish new systems, processes and procedures, recruit competent staff and other basic functions related to building a new state apparatus will be the priority in the foreseeable future. As such, it is understandable that Ministries and Departments have not focused on the MDG report and its implications for development planning to date.

It is anticipated that the new development cooperation agreements supporting the formulation of National Development Strategies for each country will help to re-focus attention on the MDG Report. In addition, the development planning process should contribute to further capacity building regarding participatory planning processes.

¹⁷ Key Informant Sint Maarten.

Finding 10: While highly rated and appreciated by participants, there is little evidence to suggest that the change management training effectively prepared public officers in Curacao and Sint Maarten to assume new roles. The timing of the workshop as well as the lack of follow up meant that any initial benefits were short lived.

As noted earlier, the Change Management workshops were geared toward building senior public officers capacity to understand their role as facilitators of change and transformation. The overall objectives of these two workshops were to:

- a) build understanding of the dynamics of change and transformation and their implications for envisioning, enrolling, empowering and enthusing the civil servants about what it will take to transform the Civil Service of Curacao and St. Maarten;
- b) help participants to manage and embrace the change processes taking place in the Netherlands Antilles Civil Service at the Federal and Island levels and to motivate and lead their subordinates to follow suit;
- c) sensitize the participants to how their subordinates are likely to react to the frame breaking change in the Civil Service of the Netherlands Antilles, via their exposure to concepts, frameworks and discussion of the cycle of transformation.

Two Change Management workshops were facilitated by the consulting firm Mahatt Institute; the first in Curacao from 3-4, February 2010 and the second in Sint Maarten from 3-4 March 2010. Both workshops targeted Heads of Directorates and Departments of the Island Governments, including participants from BES as well as staff of the Federal Government.

The report submitted by the Consultant revealed a high satisfaction rating by participants:

“On a scale of 0-5 the overall satisfaction score for the workshop comes close to 4 while the job approval score for the facilitators amounts around 4.5. This proves that the concept, content and training methodology is well received. Some personal remarks of participants were:

“I will share the knowledge and insights of this two day training with other heads of departments”

“I would like more support to put the learned skills into practice and coach my staff to better understand the dynamics of change”

“The inner understanding of humans takes time and that is something we seem not to have on our side in a daily changing world”

“I want to apply what I have learned to influence others in a positive way and bring about lasting change to our society”.

“This workshop did something for me that I never had experienced before, and strongly believe that a follow up can do even more for me and my staff. At least they will discover that we all are caught up in the “things” and running in circles without any exit than burning out”

The admittedly small number of workshop participants interviewed during the evaluation mission corroborated this feedback. All participants who remembered the workshop¹⁸ recalled the same exercise about lifting a participant using their fingers as a powerful example of the importance of teamwork. Interview feedback revealed that participants appreciated the workshop approach and delivery and admitted that the sessions helped them to reflect on the change process. In addition, the change management workshops facilitated networking among public officers who had never met. For example, island government officials were not familiar with Federal Government officials in Curacao.

That said, only one person interviewed stated that she had shared her experience with staff. In addition, interviewees were unable to state how they had been able to apply their new knowledge and skills. They noted the need for follow up workshops, especially in the post 10/10/10 period given that the ‘real change’ issues are only now evident. In addition, beneficiaries believed that all levels of staff should benefit from the training.

In fact, the CM Consultant recommended¹⁹ the need for a series of follow up sessions and related activities including:

- Designing of capacity development programme that incorporates institutional with people change approaches
- On the job training in various departments on how to implement and sustain the ASM concept (top down with groups and one on one sessions)
- Introduce other civil servants to the ASM concept and how to use it in workplace situations
- Training a few facilitators (who are willing and committed) to continue with the ASM concept and manage the focal point for deeper learning within their organization
- Institutionalize ASM and deeper learning in the public sector service in general and specifically in various departments through embedding in public service policy, organizational culture
- Setting up a central and local evaluation, monitoring and performance measuring system with several indicators on: Is the ASM integration successful? How is the return on investment? Is there improvement in civil service delivery and overall satisfaction? Are civil servants more effective?
- Developing a training manual that is adapted to the needs of the NA²⁰

The consultant’s recommendations clearly reflected an understanding that change management is not a ‘one off’ activity and requires sustained interventions to ensure effectiveness.

¹⁸ Some were confused due to their attendance at several different change management workshops

¹⁹ Final Report “The Human Aspects of Change among Civil Servants of the Netherland Antilles” June 2010, Mahatt Institute Inc.

²⁰ Ibid.

These recommendations could not be pursued by DEVCO given the finite budget for the project. In addition, former DEVCO personnel expressed the view that any follow up training needed to be pursued by the individual island governments subsequent to the dissolution. There is little evidence that recommended follow up interventions were communicated to each island government, as this may not have been perceived as the responsibility of DEVCO.

Finding 11: The Devinfo Training workshops were also highly rated by participants. However, delays experienced in setting up national Devinfo databases in Curacao and St. Maarten mean that re-training in Devinfo will be necessary when these data bases are actually established.

Effective planning, monitoring and tracking of development outcomes requires reliable and valid data. As such, systems and mechanisms that can generate the data on MDG indicators when required is critical to tracking progress on targets and goals. The rationale to train public officers in Devinfo was therefore sound and necessary to future management of the MDG process. The project anticipated that public officers who had a responsibility for policy and program delivery would be trained to use the DevInfo databases and subsequently be involved in the management of the databases to be established in each country. In addition, another 'train the trainer' session would be conducted to ensure that a critical mass of public officers on each island is trained in the system. Two training workshops were facilitated by a UN resource person in Sint Maarten from 13-15 September 2010 and Curacao from 20-23 September 2010.

Workshop evaluation questionnaires as well as participant feedback obtained during the evaluation mission reflected a very high level of satisfaction with the training sessions. Participants rated the delivery style and knowledge of the facilitator as excellent.

Unfortunately, since the training was completed almost one year ago, activities related to setting up the database and conducting the 'train the trainers' programme have moved very slowly. The former Department of Projects and Planning in Sint Maarten has made some progress toward procuring the SQL server and completing a data plan based on an inventory of the needs of Ministries. Less progress has been made in Curacao since the major priority is the 2011 Census. Subsequent to the completion of that exercise, the CBS will refocus on Devinfo, including the conduct of the 'train the trainers' programme.

Interview feedback suggests that the long time lag since the initial training coupled with the movement of some staff since the dissolution of the NA means that re-training in Devinfo will be necessary. In addition, CBS officials acknowledged that they would require assistance in setting up the Devinfo system. It is important to note that funding was provided for Mr. Andre Nair, Senior Statistician, CBS

to participate in a 'train the trainers' programme at the ILO Training Centre, Turin Italy. This investment must now be leveraged to ensure operationalization of the Devinfo in both countries.

Keeping in mind the issues related to the integrity of data generated by the source institutions such as schools, hospitals/health centres, laboratories and the like, the need for a comprehensive diagnosis of the systems for collating and coding data appears to be necessary to ensure that quality data is fed into the Devinfo system.

Finding 12: The rationale for building capacity to negotiate with multilaterals was also sound. Stakeholders deemed the 'One UN System Workshop' a 'good overview of the UN system'. A session focused on practical information on accessing technical assistance from the various UN agencies is now required.

Due to the governance arrangements regulating roles and responsibilities of the former NA, only Federal Government officials such as DEVCO interacted with multilateral agencies and were familiar with international agreements, commitments and their implications. As such, the new country governments would need to build capacity that up to 10/10/10 resided in the Federal Government. In addition, alliance building and partnership strategies would also be required. As noted in the workshop TOR: "...dismantling of Netherlands Antilles means the dissolution of *Dutch Antillean membership in regional and international organizations...*it is most essential that the Governments of Curacao and St. Maarten commences immediately with the promotion and strengthening of its alliances with regional and international organizations. For this reason, new arrangements must be sought to secure country Curacao and country St. Maarten's effective participation in these organizations²¹" The need to build negotiation capability for technocrats to prepare them for the new responsibility of interacting with regional and international organizations was also supported by key informants.

Stakeholder input for the workshop design was incorporated from a brainstorming session and follow up comments on the proposal. Stakeholders agreed that the workshop should have the following outcomes:

- A shared understanding document or statement with a list of different levels of membership that exist in the various agencies and effective steps to secure membership;
- A partnership strategy/list of focal points;
- If deemed necessary, a list of evolving sector specific plans and programs
- Paper on options for working with the UN system particularly on capacity building for the MDGs
- A consolidated plan of approach for future participation in the various UN agencies. By creating a plan we can start forming a cohesive vision for the country and its relations

²¹ UN System Workshop Final TOR August 26

with the UN system complemented with concrete information on membership fees for budget planning

Mixed views were expressed regarding the extent to which the workshop content and delivery contributed to anticipated outcomes. Workshop reports and the accompanying evaluation questionnaires reflected a fairly high satisfaction rating with the information provided on the UN system, including the range of agencies that could be approached for technical assistance. In addition, the workshops produced analyses of the range of development issues that each of the islands believed to be priorities for interventions and possible areas for development cooperation. As such, the workshops clearly contributed to a better understanding of the UN landscape.

Interview feedback painted a slightly different picture. Key informants noted that the presentation style of the facilitator was not conducive to dialogue with participants resulting in unanswered questions and some dissatisfaction with the session. That said, respondents agreed that additional training focused on practical tools and knowledge for accessing assistance from the range of regional and international multilateral organizations was necessary in the post 10/10/10 period.

4.3 Project Administration

The project administration is the term for all the activities involved in managing the human, material, financial and logistical resources of a project. The following paragraphs presents the main findings related to the evaluation of this aspect.

Finding 13: The role of the UN Volunteer was deemed to be pivotal to overall project implementation and facilitating cooperation among project partners in Curacao, St. Maarten and the UNDP office in Trinidad and Tobago.

Perhaps the most important finding of the evaluation was the pivotal role played by the UN Volunteer in providing support to project implementation and overall management. Recognizing the need to ensure project management support to existing DEVCO capacity, particularly given the uncertainty surrounding the transition, on the request of the former Government of the NA a UN Volunteer was recruited to among other things:

- Monitor closely project implementation of the project “Capacity Development for Nation Building in NAN based on work plans and verify activities and assure quality against actual budget expenditures;
 - Undertake field-monitoring visits, provide technical guidance to project teams, analyze project performance and be able to deal with problems that might hamper progress;
 - Prepare analytic reports on field visits with appropriate recommendations for action;
 - Participate in cluster/unit and programme meetings with the UNDP office;
 -
- B
- used on programming opportunities and in discussion with the UNDP Resident Representative participate actively in selected UN Thematic Task forces, sectoral consultative meetings as well as donor meetings in the Netherlands Antilles.
 - Maintain an information database on locally available and relevant socio-economic information that might influence the UNDP Programme in the Netherlands Antilles;

The placement of a UN Volunteer in country from February 14th 2010 was extremely effective for a number of reasons. The UNV was able to bring an extensive knowledge of UN system rules and regulations, the technical capacity in project management -planning, budgeting, implementation, monitoring and reporting- and knowledge of thematic areas of the MDGs.

Within the first three months of her assumption of duty, the UNV²²:

²² “ UNV Lessons Learned” April 2010

- Identified and presented information collected from the UNDP knowledge networks in Democratic Governance, Capacity Development, MDGs, Coordination and MPN networks for sharing with partners and colleagues.
- Supported the drafting of policy and strategy on 5-year social welfare development plan for Curacao.
- *Drafted of the project implementation plan, ToRs for MDG resource persons, MDGR consultant, and templates for DEVINFO consultant.*
- Facilitated the comprehensive assessment and reporting of the state of the MDGs in NA through a global MDGR desk review and experience sharing from other countries.

The foregoing suggests that the UNV was responsible for a great deal of the preparatory work required to jumpstart the project and ensure the implementation of key outputs.

More significantly, the UN Volunteer brought the sensitivity and perspective required to manage the, at times, tension filled relationship between the former Federal Government and island governments, especially Sint Maarten. "...As an outsider, she provided a balanced view and support on issues...she was vital to building a bridge with Sint Maarten and gaining their support and buy in"²³.

Finding 14: The UNDP and DEVCO staff made every effort to address project risks on an ongoing basis, which contributed significantly to the effective involvement of key players across the five islands.

Risk management is an often-overlooked aspect of managing projects and multi-component projects such as this one. Review of the quarterly reports and the Project Board Meeting minutes revealed the close monitoring undertaken throughout the project to issues that could have derailed the process or negatively impacted the achievement of outputs. The attention to managing partnerships and stakeholders in each of the five islands ensured that adequate attention was paid to the political directorate as well as the technocrats throughout the process. The 'on the ground' presence of a UNV also contributed to the continuous updating of stakeholders especially in the uncertain post dissolution period and facilitated timely responses to changing circumstances.

Finding 15: The utilization of UN resources to conduct key activities was an excellent approach to containing project costs while optimizing value added by knowledgeable and experienced UN staff.

²³ Former DEVCO Staff

The project's strategy to utilize UN resources for key interventions such as the MDG lecture series, One UN System Workshop, Devinfo Training as well as for advice and feedback on the MDG Report was excellent. Specifically, the project document included the use of UN personnel for the One UN system Workshop at a cost of US\$4,000.00. This amount was budgeted to cover only travel and per diem costs for 2 UN staff members. This figure does not reflect the 'real costs' that may have accrued given international Consultancy rates.²⁴ More significantly, the project proposal budgeted US\$60,000.00 for the Devinfo Technical Consultant and US\$7,500.00 for a Consultant to deliver the MDG workshops/lectures. In both cases, UN personnel were utilized at substantial costs savings, since Consulting rates would not have applied. In addition to cost effectiveness, such joint efforts across UN offices, contributes to improved efficiency in the management of scarce resources; a key objective of UN reform. The UNDP's knowledge and experience in these areas should as far as possible be incorporated into the design of development cooperation agreements in the future.

Finding 16: Project implementation appeared to be delayed by several logistical issues inherent in attempting to coordinate and schedule activities for five island governments, the Federal Government and the UNDP. In addition, delays in preparatory activities also contributed to slow implementation.

Interview feedback revealed that logistical issues experienced by focal points in Curacao and Sint Maarten were the major challenge to efficient project implementation. "Although there was an implementation plan for the project, it changed constantly...so for example, when invitations were sent out for a workshop and persons confirmed, the dates would change"²⁵ The rushed nature of several of the project components was a recurring theme throughout the interviews with key informants. Members of the MDG working group in Sint Maarten expressed their disappointment about the limited time for comments on the MDG report and for gathering data for the report. Coordinating the schedules of five countries, the federal government and the UNDP would also have been inherently challenging. The frequent changes in scheduled activities created an unfavorable perception of the UNDP. Apart from the time wasted in re-scheduling activities, often due to conflicting schedules of UN personnel, frequent last minute changes to scheduled activities created the perception that country partners were not significant. Real or imagined, the UNDP must be conscious of incidents that may perpetuate this perception in the future.

Another significant issue was the project's fixed timeline, which required the completion of activities prior to the dissolution of the Netherlands Antilles. Although it has been suggested that the project's timeline was too ambitious, it is the Evaluator's assessment that strategic management of the project outputs could have improved overall implementation. In the case of a fixed deadline, a comprehensive project implementation plan could have been developed working backwards from the anticipated

²⁴ Note that International Consulting rates range between US\$300.00 to US\$750.00

²⁵ Key informant, Sint Maarten

completion dates for each activity/output. This would have identified the keys tasks and priorities to be implemented and ensured that all activities were completed on time. For example, an effort could have been made by DEVCO to develop Terms of Reference for each consultancy from the time the cooperation agreement was signed in June 2009. This would have facilitated a more effective and efficient procurement and implementation process. Greater emphasis needs to be placed on the timely completion of preparatory activities, particularly in the new cooperation agreements to be implemented in both countries.

Finding 17: The lack of clarity regarding roles and responsibilities in the post 10/10/10 period also contributed to delays in implementation.

It is important to note that the project design anticipated a project completion date of June 2010. As such, all project components were scheduled for completion prior to the dissolution of the NA on October 10, 2010. The late start to project activities resulted in several extensions to the original project completion date of June 2010, to the extent that components such as the final MDG report were outstanding after the dissolution of the NA. One major oversight was the governance arrangements related to project implementation. Since DEVCO no longer existed, several legal issues arose regarding responsibility for project funds and implementation in the islands of the former NA. The confusion created regarding the relationship, roles and responsibilities of former DEVCO staff vis a vis counterparts in Sint Maarten and the UNDP resulted in further delays. Despite these challenges, the project management team was successful in completing outstanding activities in the post 10/10/10 period.

Finding 18: Several factors appear to have hindered the procurement of a suitable consultant, which eventually had a negative effect on the quality of the first draft of the report.

First, the procurement process for selecting a suitable consultant appeared to be rushed and the weighting of the selection criteria appears to have been questionable. Interview feedback revealed that the procurement period was very short. Subsequent to the initial response from 75 candidates, nine were shortlisted based on “candidates with previous MDG report writing/other report writing experiences, capability/consideration for capacity building of the stakeholders as part of the process, technical knowledge of the subject matter and immediate availability”²⁶

²⁶ UNV Email dated 5th August 2010.

The request for proposal was sent out to the nine shortlisted candidates on 20 July 2010 with a closing date of 23 July. This was later extended to 28 July 2010. Therefore, it would seem that candidates were allowed between 4 to 8 days to submit their proposals. Only three out of the nine candidates submitted technical and financial proposals. A preliminary panel evaluated proposals on the 5th August, and a joint evaluation including UNDP staff was completed on 9th August 2010. A Curacao based consultant, was selected to draft the MDG report for the NA. The Consultant began the assignment on August 19th 2010 and was expected to deliver a report on the five islands within six weeks. Subsequent to completion of missions to each of the 5 islands of the NA, the first 'rough' draft of the MDG report was submitted on 13th September, 2010. By all reports, the quality of the report was very poor. Finally, after several attempts to have the Consultant complete an acceptable version, DEVCO took the decision to pay the Consultant 60% of his fee and assigned the re-writing of the report to the UN Volunteer and another DEVCO staff member.

While acknowledging that the project's timelines were tight, particularly the desire to ensure that a good quality report was produced prior to the dissolution of the NA, it appears that this was the major contributing factor for the very rushed process to procure the Consultant and produce a report.

On reviewing the proposals submitted and the evaluation score sheets, it is not clear how the Consultant who was selected was deemed the best option, especially given his complete lack of MDG experience. In addition, his approach and methodology were superficial, particularly when compared to the two other shortlisted consultants. It is also clear from his proposal that he underestimated the number of weeks required to produce the report. Ironically, this resulted in a higher score for his proposal compared with another Consultant who estimated the time frame at 12 weeks.

The fact that the Consultant was undertaking another time sensitive assignment in parallel with the MDG Consultancy should have precluded his selection since this information came to light prior to the final selection. The evaluation team recommended "should (consultant named) be the final selected candidate, he would need to give certain guarantees to complete the MDG report by the specified timeline"²⁷. It is not clear what guarantees were given, however the eventual termination of his services suggest that these 'guarantees' were not kept.

Feedback obtained from the MDG Consultant during the evaluation mission revealed that his focus was on obtaining statistical data for the report rather than the engagement of key stakeholders in discussing and analyzing the development issues and priorities of the NA. In fact, this focus was consistent with the methodology included in his proposal:

"The methodology followed is based on:

- Desk research including an inventory of the available statistics on the islands and at the Central Government,
- Reviewing the existing documents (research and policy reports), starting in 2001 till present.

²⁷ Email communication from the UNV

- Interviews based on semi-structured questionnaires related to the MDGs in some cases followed by a request of the delivery of information. Interviews will be held with (relevant) stakeholders, scientists and very well informed citizens or organizations on each of the islands.
- Assessment of the (readily) available data and information. Make an analysis also in terms of quality/reliability, timeliness, continuity, coverage of goals related to the indicators of the goals as used, can these indicators made SMART on the Netherlands Antilles and on its islands.
- Feedback sessions at the islands on the MDG finding and data availability related to the indicators on the MDGs²⁸

Despite the desire to have a report completed before the dissolution of the NA, the final report, which required re-writing by the UNV and DEVCO personnel was not completed and launched until some five months later in February 2011.

The Project Board concluded that,

“Lessons learned from the recruitment of the consultant should be well documented. For such future activities, more time and early planning is very important. Need to do a background check of the candidates as well as reference checks. The candidate must also have experience on prior MDG reporting and capacity building methodologies. The terms of reference should clearly reflect the expected outcomes and if not adhered to, then the assignment should be considered incomplete.²⁹”

²⁸ MDG Consultant’s Technical Proposal

²⁹ Minutes of the 3rd Project Board Meeting, dated 7th February 2011

4.5 Sustainability

One of the definitions for 'sustainability' is "the continuation of benefits from a development intervention after major development assistance has been completed."³⁰ In other words, sustainability refers to the probability of continued long-term benefits.

Finding 19: The discussion of new programme agreements between Curacao/UNDP, and Sint Maarten/UNDP will effectively contribute to further capacity development for nation building.

The linking of the MDGR process to the national development planning process reflects the thinking and clear intention by the UNDP to build on the process in both countries. Interview feedback suggests recognition by country counterparts and UNDP representatives of the need to build on the momentum created by the MDG process in Curacao and Sint Maarten. The intention to assign responsibility for the MDGs to the focal point responsible for coordinating the National Strategic Plan in Sint Maarten will contribute to institutionalizing the MDGs in that country's state apparatus. A similar approach is anticipated in Curacao; however, to date a focal point has not been confirmed for the MDGs.

Finding 20: The extent to which national stakeholders can effectively initiate and complete another MDG report for 2015 is uncertain. The MDG Report process may have been more effective in building stakeholder capacity had a more participatory approach to discussion, analysis and report writing been utilized.

The capacity to plan, implement and monitor interventions aimed at attaining development outcomes is a critical aspect of national development planning. One anticipated outcome of the MDG reporting process was to support the building of such capacity among governmental and civil society organizations in the former NA. This was also a dimension on which the MDG Consultant's proposals were assessed, that is the extent to which the proposed methodology would build MDGR capacity. Unfortunately, the Consultant did not engage in the level of discussion and analysis with MDG Work Groups that would have contributed to building their capacity.

³⁰ OECD DAC Glossary (2002) pg.36

The re-writing process could have been used as an opportunity to involve MDG Work Group members, if not for the tight deadline. Work Group members were however able to contribute to some aspects of the report through the identification of data on indicators and preparation of comments on the report. As such, some Work Group members believe that they gained additional capacity that could contribute to the next report due in 2015.



5.0 CONCLUSIONS

Capacity development is by definition a long, complex and iterative process. It requires a great deal of analysis, diagnosis, planning, implementation, reflection and adaptation. As such, assessments of interventions aimed at building capacity are often inconclusive at best. As such, an overall assessment of this project reveals that the rationale for the interventions was generally sound, the approach to implementation in a clearly difficult context –dissolution and transition of five island governments–was effective and the likelihood that Curacao and Sint Maarten will continue to reap benefits from the interventions, has been secured by the negotiation of new development cooperation agreements with the UNDP. In particular, the strategy to ensure ‘on the ground’ support through the mechanism of a UNV yielded dividends in terms of improved project implementation.

That said, the project’s overall implementation and effectiveness could have been improved by a stronger diagnosis of the issues or potential issues associated with transitioning to a new state. Although much of the literature on nation building reflects on the situation of post conflict countries, the change management literature has some lessons that can inform national transition.

The opportunity now exists to support Curacao and Sint Maarten as these countries seek to chart their respective development paths. Support, advice and guidance will be required to varying degrees in each island given the twin challenges of state building and nation building.

The following sections that relate to key lessons learned and recommendations should help to inform the new interventions.

6.0 LESSONS LEARNED

This section presents the main lessons learned, based on the implementation experience of the project to date, as well as the Consultant's experience assessing similar initiatives. According to the OECD-DAC Glossary, "lessons learned" is defined as "generalizations based on evaluation experiences with projects, programs, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact."³¹ The content of this section aims to inform the implementation of interventions such as this in the future.

Project Design

Efforts aimed at developing capacity for nation building are more likely to succeed when:

- **A comprehensive diagnosis of the capacity gaps or deficiencies is conducted to inform project design:** Such assessments are critical to measuring the extent to which the project interventions have been successful. More importantly, assessment of the 'problem' that the project is attempting to address will ensure that the intervention is focused on the most significant issues that need to be addressed. For instance, the rationale for this project was based on an appreciation of the need to prepare public officers for the major changes anticipated by the transition to autonomy. However, the specific issues that each country would face were not identified. The range of issues pertinent to Curacao –Island and Federal Governments, Sint Maarten and the new Municipalities may have been highlighted by more rigorous analysis.
- **Project components are clearly linked to gaps identified:** For instance, although the project appreciated the need for change management training, there appeared to be less recognition of the fact that change management cannot be conceived as a 'one off' intervention. A more effective CM intervention may have included many of the activities recommended by the Consultant. Similarly, improving 'negotiation skills with multilaterals' requires more than sensitization to the UN system or the EU; although such sensitization is a good starting point.
- **Key stakeholders participate in project design:** As noted earlier, the project management literature and UN principles reflect the high value placed on participatory processes. Notwithstanding the time constraints experienced in this project, ensuring the involvement of key stakeholders in project design contributes to project success on several levels: a) issues

³¹OECD-DAC Glossary, p. 26.

relevant to specific stakeholders are identified and taken into account; b) the project design is more coherent as information on parallel or complementary interventions can be incorporated; c) duplication of activities/interventions is reduced leading to greater cost efficiency and lower transaction costs; d) collaboration and cooperation are improved

- **Outcomes are articulated even in the absence of a country programme:** Though not explicitly stated, the project had several implicit outcomes including enhanced capacity for development planning including the utilization of data to track development progress. The value of articulating outcomes is that it helps to shift the mindset of all involved from the completion of outputs and facilitates reflection on the extent to which project outputs are sufficient to achieve or contribute to the achievement of outcomes. It is important to note that in many ways, this project made extensive efforts to ensure a link to future programming by the UNDP in Curacao and Sint Maarten, although this was not stated as an objective in the project proposal.

Lessons can also be identified at the **operational level**, i.e. in relation to the mechanisms, structures and procedures required for implementing projects. Good performance in project implementation, and thus better results, is more likely to be achieved when:

- **Comprehensive and well thought out implementation plans are developed including the identification of critical milestones and entities responsible for implementing key tasks.** Such plans are especially important when there are fixed timelines for the completion of tasks. Ideally, once the key outputs are identified and their priority assigned, one can work backward from the deadline to ensure that key activities are implemented on time. For example, the MDG report was potentially the most significant output in terms of the quantum of human and financial resources invested. As such, preparatory work on the Consultant's TOR and recruitment of an appropriate consultant should have been the project's first priority and could have been completed within the first two months of the project. The project would then have had built in lag time to address procurement issues and quality of the output produced.
- **Dedicated, experienced and resourceful personnel are assigned to support project implementation:** The assignment of individuals with the right combination of knowledge, skills and experience as well as the personality to mediate difficult relationships is critical to project success.
- **Terms of reference for project consultants are clear and unambiguous:** This seems self-explanatory, however many projects underestimate the risks to project success of poorly written Term of Reference. As was evident from this experience, unclear TORs contributed to delays in recruitment.

- **Criteria for the selection of Consultants are clearly stated and weighted to the needs of the Consultancy:** Recruitment of the most appropriate Consultant is more likely to occur when the selection criteria are closely aligned with the deliverable of the Consultancy. In certain cases, criteria should be weighted to ensure the required competencies are procured. In the case of this project, MDG related experience and knowledge should have been given a heavier weighting.
- **Project partners are mutually respectful:** Projects, particularly those characterized by multiple stakeholders should ensure that roles and responsibilities are clearly outlined and expectations regarding the performance (responsiveness, timeliness, quality of feedback) of partners are clearly understood. The need to build a project orientation session into project implementation is therefore critical to ensure that all players are on the same page.
- **Principles of inclusivity and participation are embraced.** In fact, this is a core principle of the UN system. Evidence from successful development initiatives also reflects that participatory processes, not only facilitate ownership of the development process but also sustained cooperation and focus on results. The need for greater participation of NGOs and the private sector in development dialogue was identified by stakeholders in Curacao and Sint Maarten. As such, the new interventions supporting national development planning should ensure the broadest level of participation.

7.0 RECOMMENDATIONS

The following recommendations have been developed to build on project successes and to address the challenges encountered during the implementation of the project. Recommendations have been grouped by topic; that is, project design and project administration.

PROJECT DESIGN

Recommendation 1: Building on the experience of this project, the new development cooperation agreements should be based on a comprehensive diagnosis of the variables that will facilitate nation building in Curacao and Sint Maarten.

Findings 1, 2, 3 and 6 clearly supported the need for an intervention to help prepare public officers for the transition to autonomy. At the same time, the lack of a proper assessment of the capacity deficiencies to be addressed by the intervention meant that certain project components were not as focused as they could have been. For example, the Change Management intervention may have been better targeted to the needs of each entity based on an assessment of the anticipated changes. The 'readiness' of authorities to transition in terms of systems, processes and procedures may have been identified and relevant interventions designed to complement the 'people' aspect of the transition. Similarly, some initial research may have identified the legislative constraints to pursuing the archiving of DEVCO materials.

Recommendation 2: The UNDP should consider supporting study tours to Aruba to ensure that Curacao and Sint Maarten benefit from that country's transition experience.

Finding 4 revealed the oversight by both DEVCO and the UNDP regarding lessons to be learned from the Aruba experience. Given the establishment of new development agreements with the UNDP, it is important that any lessons that are pertinent to ongoing transition issues help to inform the process as Curacao and Sint Maarten move forward. For example, as part of the nation building process, both countries will need to look at successful approaches to building social cohesion given the multiplicity of nationalities on each island and the large numbers of unregistered persons in Sint Maarten. In addition, the influx of Dutch nationals to fill management positions in the public sector of Sint Maarten

and the potentially negative implications for staff morale and motivation need to be addressed. Lessons from Aruba on these issues could be vital.

Recommendation 3: The UNDP needs to reassess how the MDG process is communicated to country partners. Rather than focus on the production of a report, the utility of the MDG process as a tool for national development planning needs to be emphasized.

Finding 5 reflects on the general output focus of the project, that is the production of an MDG report and completion of training workshops and sensitization lectures. The focus on producing the report was approached as an end in itself, rather than a means to an end. The report and the process implemented to produce it should be seen as the beginning of a process to institutionalize long-term development planning rather than an 'end'. Communicating the MDGs as a process and an input to development planning may also reduce the level of skepticism expressed by the political directorate about the relevance of the MDGs to countries such as Curacao and Sint Maarten.

Recommendation 4: The involvement of key stakeholders in project conceptualization is also crucial to promoting ownership and buy in.

Finding 2 illustrates the importance of involving beneficiaries in the design of interventions. Project planning experience has supported the importance of stakeholder involvement for effective design and in the case of this project, the development of cohesive projects that take into account parallel activities and interventions.

Recommendation 5: The UNDP should commission a 'good practices' manual or guidelines on the process of developing MDG reports or national development strategies.

Finding 7 revealed the variable approach to development of the MDG report in Curacao and Sint Maarten, the latter having established a more structured and inclusive process. Significantly, stakeholders agreed that more could have been done to involve their public service colleagues in the

process, as well as civil society. Even though an MDG process manual may not be relevant given the proximity to 2015, documenting good practices in national development planning-many of which have been aligned with the MDGs- will certainly contribute to the body of knowledge on national strategic planning.

Recommendation 6: The creation of an MDG implementation strategy should be included as a mandatory output to the MDG Reporting process.

While finding 9 illustrated the challenges to following up implementation of the MDG report during a period of national transformation, it also suggests the need to establish mechanisms to support implementation. It is noteworthy that the UNV's final work plan included activities aimed at creating an MDG implementation plan including:

- ✓ Reestablish multi stakeholder MDG Working Group in Curacao
- ✓ Recommend establishment of a policy committee through CoM decree (Socio-economic committee)
- ✓ Conduct a capacity assessment to determine necessary plans/mechanisms, research and development needs, financial resources, and human capacity requirements for implementation of lagging goals and in-depth documentation of lessons on goals on track

However, these activities were outstanding at the end of the project. Building the strategy into the process from the outset will ensure that it is completed. Finally, provisional costing of the critical interventions might also be useful to ensure that Governments appreciate the quantum of investment required at the outset.

Recommendation 7: The follow up activities recommended by the Change management Consultant are still valid and relevant to the needs of both countries. As such, it is recommended that implementation of these should be pursued.

Finding 10 illustrated the importance of change management interventions and the need to take a comprehensive long-term view of interventions aimed at building capacity in this area. In fact, the need for the follow up initiatives is more relevant in the post transition period. The limited resources available to the project may not have been sufficient to support additional interventions. It is therefore recommended that financial support be pursued for change management

Recommendation 8: Follow up training in Devinfo and another more focused workshop on accessing UN system resources should be implemented.

Findings 11 and 12 indicate that additional training will be required to ensure that country partners are able to realize the benefits of the initial project interventions. The delays experienced in creating the Devinfo databases means that beneficiaries have not been able to practice skills learned approximately one year ago. Beneficiaries admitted that they would require refresher training. Similarly, the One UN System workshop was deemed a good ‘primer’ on the UN. More in depth training on ‘how to’ access UN assistance is still needed.

PROJECT ADMINISTRATION

Recommendation 9: Countries without the benefit of a UN office should be able to utilize the UN Volunteer system for project implementation support.

Findings 13 and 15 illustrated the importance of on the ground support to expediting project implementation. The value added of understanding context and culture while at the same time bringing an impartial perspective to issues and challenges cannot be underestimated. It is strongly recommended that the UNDP ensure the assignment of staff presence for projects of a similar nature

Recommendation 10: The need for a comprehensive implementation plan, particularly in circumstances of limited flexibility, is critical to efficient and effective project implementation.

Findings 16, 17 and 18 each illustrated the need to have a comprehensive implementation plan to guide efficient implementation of the project. Due to the inflexible time horizon faced by this project and the late start to key project activities, may have had a limited effect on project implementation. However, the plan might also have ensured that the more significant interventions were given higher priority and therefore greater urgency re implementation.

APPENDICES

APPENDIX 1 TERMS OF REFERENCE

Project Titles:	Evaluation of the project “Capacity Development for Nation Building in the Netherlands Antilles”
Duty Station:	Curacao, Dutch Caribbean (with field travel to St. Maarten and stopover in Port of Spain)
Duration of Appointment:	4 weeks
Expected Start Date:	End of May, 2011

1. Background:

The former Netherlands Antilles (NA) consisted of five islands: Curacao and Bonaire as the Leeward Islands and Saba, St. Eustatius and St. Maarten as the Windward Islands. After 56 years as an autonomous Entity within the Kingdom of the Netherlands, and based on various referenda held, the five islands of the NA agreed on a different constitutional arrangement within the Kingdom of the Netherlands. This constitutional reform resulted in the dismantling of the NA on the 10th of October 2010. Curacao and St. Maarten are now autonomous countries similar to Aruba and The Netherlands within the Kingdom of the Netherlands. Bonaire, Saba, and St. Eustatius became municipalities of the Netherlands. The former Government of the NA has had a working relationship with the UNDP since 1969. Over the decades, different cooperation arrangements were entered between UNDP and the former Government of the NA through the former Department for Development Cooperation (DevCo). Based on the proposed dismantling of the Netherlands Antilles and the many challenges presented with this constitutional reform process, the former DevCo initiated negotiations with the UNDP to sign a new and last cooperation agreement between the NA and the UNDP in 2009.

The dismantling of the NA required that new institutions be created merging the federal and island levels into one layer of government. The need arose for government officials to be trained on how to prepare themselves in order to adapt to and function in the new situations. The civil servants had to prepare themselves to deal with the possible consequences resulting from the constitutional changes in the former NA, and this included the efficient transfer of existing institutional knowledge, tasks and responsibilities to the new entities. The last cooperation agreement between the former Government of the NA and the UNDP was signed in June 2009.

The main objectives of this last cooperation agreement named “Capacity Development for Nation Building in the Netherlands Antilles” can be summarized as follows:

- To facilitate an efficient transfer of tasks and responsibilities from federal government to new country governments including to the new countries (Country Curacao, Country St. Maarten) and archive data
- To develop capacity in the new countries for interacting with multi lateral organizations;
- To conduct an assessment of the state of development in the five islands of the Netherlands Antilles through the preparation of an MDG report and the development of capacity for data management .

The former DevCo was entrusted with the implementation and monitoring of the various components of the aforementioned project signed between the Government of the NA and the UNDP.

To support the project management in an assurance and monitoring role, a Liaison Officer was recruited on an UNV contract and based with the former DevCo since February 2010.,

New Status

Due to the delayed start of the project in October rather than from June 2009, and due to several constitutional dialogues, the project could not be completed as envisaged in 2010. Since 10/10/10, a new management arrangement was put in place to manage the completion of the remaining activities under the project. The former DevCo, after the dismantling, resides under the Ministry of Economic Development, Sector Foreign Economic Cooperation in Curacao. In Sint Maarten, the former counterpart Department of Projects and Programs became the Department of Interior and Foreign Relations under the Ministry of General Affairs. These two ministries are the current stakeholders managing the processes in Curacao and St. Maarten.

2. Purpose of the evaluation

The purpose of the evaluation is to identify the achievements of the project for the emerging Small Island Developing States of Curacao and Sint Maarten; to document challenges in capacity development in SIDS identify the implementation challenges; and the lessons learned from the particular implementation strategy adopted and to add to the body of knowledge on the needs and challenges of Small Island Developing States in managing constitutional transitions through a separate lessons learned document. It is expected that the evaluation will also examine the relevance of the project outputs to national development in newly emerging States.

3. Objectives and Scope

Objectives

- To review, evaluate and document the project achievements, relevance and efficiency.
- To assess the impact of the various components (activities and outputs) on the government departments, NGO's and community at large
- To provide recommendations on the knowledge management and capacity development processes

Scope of the Evaluation.

The project will be closed in June 2011 and this will be the final evaluation. The evaluation will therefore look at all the project components and its activities implemented during the duration of the project from October 2009 to June 2011. The evaluation should cover activities undertaken in both Curacao and Sint Maarten

4. Evaluation Questions

The evaluation will assess

1. *The overall effectiveness of the implementation strategy of the project, paying particular attention to, but not limited to the following expected outputs:*
 - *Skills building for change management*
 - *Preparation of the MDG Report*
 - *Building capacity for data management*
 - *Building skills for negotiating with multilateral agencies.*
 -
2. *The extent to which project outputs have influenced intended outcomes of the project using the following indicators as a guide to the assessment:*

- *Factors influencing the achievement of project outputs*
- *The effectiveness of the management of the project by DevCo*
- *The contribution of UNDP to the achievement of project objectives*
- *The effectiveness of the special implementation arrangement namely the physical placement of a UNV to support project implementation.*
- *The cost effectiveness of the project in meeting its objectives*
- *The extent to which the achievements of the project will*
- *The impact of the project on direct and indirect beneficiaries.*
- *The partnerships created during the implementation phase*

5. Methodology

The methodology to be employed should include but not limited to

1. Documentation Review: This should include the following documents:
 - Project document
 - Development Frameworks and Visioning documents
 - Documentation relating to the new constitutional status
 - TORs of consultants and the UNV Liaison Officer
 - Project Reports
2. Assessment of management of the project. This should include but not be limited to:
 - Project Monitoring and reporting systems
 - Recruitment of consultants
 - Management of financial resources
3. Interviews /Field Visits /Questionnaires: Information should be obtained from the following stakeholders:
 - Representatives of the former DevCo
 - Representatives of the Central Bureau of Statistics
 - Representative of the current co-ordinating Ministry in Sint Maarten
 - Consultants to the project;
 - UNV Liaison Officer
 - Representatives of UNDP

6. Process of the Evaluation and Deliverables (Refer to Proposed Schedule of Evaluation attached)

- Submission of evaluation inception report (background work and methodological/approach)
- Mobilization of evaluation consultant between
- Field mission commences in Curacao and Sint Maarten
- Provision of initial draft report
- Stakeholder review of draft report
- Incorporating comments and finalization of evaluation report
- Plans for dissemination of the evaluation report

Evaluation Outputs

The consultant will present a draft report and a final report, which should adhere to the UN standard format (please see attached format). The reports should be submitted in English language and should be of high quality that can be shared with outside agencies, donors or interested third parties. It should provide substantive evaluation findings on progress achieved against objectives as outlined in the project work plans, and should be structured according to UN format in terms of issues and related findings, assessment of performance, description of best practices, lessons learned, conclusions, recommendations and/or optimal scenarios.

7. Qualifications Skills and Attributes Required from the evaluator

The assignment will be contracted to a consultant with experience in the substantive area of evaluation, participatory approaches; results based management, project management.

The international consultant should have:

Education

A university degree at the post-graduate level in the social sciences, development studies; management or other relevant field of study. Evidence of formal training in evaluation is necessary.

Work experience

- Minimum 5 years of experience in capacity building projects, working knowledge of MDGs, results based management and projects management
- Understanding of governance and government structures within the Caribbean region
- Excellent analytical and report writing skills;
- Well developed interpersonal communication skills;
- Excellent conceptual and analytical ability to produce results within short deadlines;
- Proven work experience in use of participatory evaluation methods for identifying measurable target indicators;
- Demonstrated ability to assess complex situations in order to succinctly and clearly distil critical issues;
- Must be a self-starter and be able to work independently with excellent demonstrated teamwork, coordination and facilitation skills;
- Experience in leading multi-disciplinary teams to deliver quality products in high stress and short deadline situations;
- Possess advanced computer skills (bringing his/her own laptop to the mission will be required)
- Previous experience working with UN agency or other international development agency is an asset.

Skills:

- Strong coordination and planning skills
- Excellent written and presentation skills (English)
- Strong communication skills
- Ability to work in a multi-cultural team environment and to deliver high quality outputs under pressure/meet deadlines
- Ability to network with partners on various levels

Languages

Fluency in English language required.

8. Operating Principles. This evaluation shall be conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation,” located online at <http://www.unevaluation.org/uneqcodeofconduct>

9. Implementation Arrangements

The overall responsibility for the coordination of the evaluation will be Mrs. Jamila Romero, the former Project Manager and supported by a team consisting of former officials from the Department for Development Cooperation and now the Sector Foreign Economic Cooperation (SFEC) in the Ministry of Economic Development, the UNV/Liaison officer based in Willemstad and the UNDP focal point in St. Phillipsburg, St. Maarten. The Programme Specialist in UNDP T&T will support the evaluators in the process.

The consultant will be requested to present his/her findings to SFEC and UNDP after finalizing the report.

The SFEC in the Ministry of Economic Development and the Department of Foreign Affairs and Kingdom relations in St. Maarten and the UNV Liaison Officer will

- Participate in the recruitment of the consultant
- Briefing of the consultants
- Supervise the work of the consultant while in Curacao and Sint Maarten;
- Provide documents for review
- Identify stakeholders for the evaluator
- Organise any meetings and/or appointments required by the evaluator.

UNDP Office in Trinidad and Tobago will be responsible for;

- Payment of fees on acceptance of deliverables
- Provide document for review
- Provide general oversight and support to the evaluator
- Briefing and de-briefing of the consultant evaluator

10. Time-frame for evaluation

	Activity	Estimated time	Key outputs
1	<p>Preparation by consultants and field team</p> <p>Submission of inception report</p> <ul style="list-style-type: none"> • Review of project document and progress reports • Other relevant literature review including analysis of similar projects being implemented in the region • Agreement on activities & timeframes • Preparation of meetings/programme • Development of assessment methodology (involving analysis of programmes and activities in areas of time, target groups, person reached, and outcomes measured [if at all, how and with what results]). 	<p>5 days</p>	<p>Familiarization with the project to the NA</p> <p>Evaluation work plan and timeframe;</p> <p>Evaluation instruments (examples: matrix with key evaluation questions and means of verification, questionnaires, interview protocols, meeting programmes, focus group methodologies, etc.).</p>

2	<p>Mobilization, meetings and discussions with Stakeholders</p> <ul style="list-style-type: none"> • Discussions with UNDP officials, former DEVCO team members, selected NGOs • Meeting with the project implementing partners • Field visit to project sites in Curacao and St. Maarten 	10 days	<p>Documented records of interviews and observations with stakeholders.</p> <p>Draft evaluation findings.</p>
3	<p>Presentation of findings to stakeholders</p> <ul style="list-style-type: none"> • Hold meeting(s) with primary stakeholders including governments Curacao and St. Maarten and UNDP representatives to present preliminary findings and recommendations to collect feedback that will help finalize the report, give suggestions and get feedback • Incorporate feedback into findings 	2 days	<p>Presentation of findings to key stakeholders.</p>
4	<p>Provision of initial draft report</p> <ul style="list-style-type: none"> • Draft Report & Final Report <p>Report should:</p> <ul style="list-style-type: none"> ➢ Contain an executive summary (mandatory) ➢ Be analytical in nature (both quantitative and qualitative) ➢ Be structured around issues and related findings/lessons learnt ➢ Include conclusions ➢ Include recommendations and lessons learned <ul style="list-style-type: none"> • Present draft report for review to Ministry of Economic Development, sector Foreign Economic Cooperation (SBES), UNDP, UNV/Liaison officer 	6 days	<p>Draft report delivered to SBES, UNDP T&T and UNV HQ</p>
6	<p>Stakeholder review of initial report, finalization and submission of final report</p>	1 day	<p>A report in word document format with tables/graphs where appropriate will be submitted within four working days after the completion of the mission, incorporating comments made on the draft submitted to the SBES, UNDP T&T and UNV HQ.</p>
7	<p>Plans for dissemination of final evaluation report</p>	1 day	<p>Knowledge sharing and management</p>
Time allocated to the Assignment		25 days	

APPENDIX II EVALUATION MATRIX

EVALUATION ISSUES	ILLUSTRATIVE QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA	METHODOLOGY FOR DATA COLLECTION
Project Design and relevance	<ul style="list-style-type: none"> • How have roles, responsibilities and functions changed since the transition to 'autonomous' status? • Are these changes the same for Curacao and Sint Maarten? If not, what are the differences? • What information/analysis informed the identification of capacity gaps (or potential capacity gaps) in both countries? • What information informed the development of the change management workshop? • What information informed the development of the workshops related to multilateral negotiations? What specific skills deficiencies were identified? • To what extent did each of the workshops respond to the identified capacity gaps? • What challenges did the NA face in initiating the MDG process prior to this project? • How were the project interventions expected to address these challenges? 	<ul style="list-style-type: none"> • Stakeholder Feedback on anticipated changes • Documented shifts in roles and responsibilities • Status of the MDGs prior to project intervention; • Alignment of workshop content with identified gaps 	<p>UNDP project documents UNDP representatives Key informants in Curacao and Sint Maarten</p> <p>UN Volunteer Former Devco staff</p>	<ul style="list-style-type: none"> – Group Interviews – Individual Interviews – Document reviews
Effectiveness	<ul style="list-style-type: none"> • To what extent has the project contributed to: <ul style="list-style-type: none"> ✓ Strengthening public officer's capacity to assume new functions; ✓ National stakeholders capability to collect data, conduct analysis and prepare the MDG report ✓ Utilization of the MDGs to track development outcomes ✓ Strengthening public officer's capacity to negotiate with multilateral institutions; • To what extent have the project's stated outputs been achieved? • Is there supporting evidence that output level results have contributed to 	<ul style="list-style-type: none"> • Level of satisfaction of key stakeholders (Government, CSOs) • Satisfaction of workshop beneficiaries • Personnel actively engaged in data collection, analysis, • Project documents/policy statements reflecting MDG information • Multilateral agreements or 	<p>UNDP project documents UNDP representatives Workshop Beneficiaries Key informants in Curacao and Sint Maarten CSOs UN Volunteer Former Devco staff</p>	<ul style="list-style-type: none"> – Group Interviews – Interviews – Document review – Administrative Records

EVALUATION ISSUES	ILLUSTRATIVE QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA	METHODOLOGY FOR DATA COLLECTION
	<p>anticipated stated outcomes?</p> <ul style="list-style-type: none"> • Were there any unanticipated outcomes? • Is Devinfo being populated? Is it being utilized? By whom? • Have development interventions/policy been developed based on issues identified in the MDG report? • Have mechanism been established for management of MDG monitoring and reporting? 	<p>funding opportunities accessed since the transition</p> <ul style="list-style-type: none"> • Alignment of outputs in Project LFM • Completion of Workshops • Completion of Archiving • Establishment of Devinfo • Status of Devinfo • Completion of Communications Plan 		
Efficiency	<ul style="list-style-type: none"> • How efficiently have the available resources been used to achieve the project's stated objectives? • To what extent are the actual items of expenditure aligned with planned resources? • To what extent have project outputs been implemented on time and within budget? 	<p>Ratio of cost to outputs</p> <p>Comparative costs of similar interventions</p> <p>Timeliness of implementation</p>	<p>UNDP project documents</p> <p>UNDP representatives</p> <p>Key informants in Curacao and Sint Maarten</p> <p>UN Volunteer</p> <p>Former Devco staff</p>	<ul style="list-style-type: none"> – Document review – Interviews
Program Administration	<ul style="list-style-type: none"> • Was the project effectively managed by Devco? • Was a comprehensive implementation plan prepared to facilitate effective project implementation; • Was the process utilized for contracting consultants effective? Efficient? Consistent with UNDP procurement procedures? • How effective was the UN Volunteer assigned to the project? • How supportive was the UNDP in addressing administration challenges? • Were mitigating strategies developed to address challenges? If not, why not? 	<p>Level of satisfaction by beneficiaries</p> <p>Level of satisfaction by UNDP</p> <p>Timely approvals, disbursements, contracting of consultants;</p> <p>Clear parameters for decision making</p> <p>Clear roles and responsibilities</p>	<p>UN Volunteer</p> <p>Former Devco staff</p> <p>UNDP representatives</p> <p>Consultants to the project</p>	<ul style="list-style-type: none"> – Document review – Interviews

EVALUATION ISSUES	ILLUSTRATIVE QUESTIONS	INDICATORS	POTENTIAL SOURCES OF DATA	METHODOLOGY FOR DATA COLLECTION
Program Performance (Results)	<ul style="list-style-type: none"> To what extent did the project's monitoring and evaluation system facilitate adaptation to changing circumstances? To what extent did the monitoring and evaluation system allow reporting on outputs and outcomes? What organizational factors within the UNDP have facilitated or hampered implementation of the project? What organizational factors within the former Devco facilitated or hampered implementation of the project? What variables external to the project context have facilitated or hampered the project? 	<p>Existence of a results-based monitoring system capable of gathering data at the output and outcome levels</p> <p>Monitoring and evaluation documents reporting at the output and outcome level</p>	<p>UNDP representatives</p> <p>Key informants in Curacao and Sint Maarten</p> <p>UN Volunteer</p> <p>Former Devco staff</p>	<ul style="list-style-type: none"> Document review Interviews
Recommendations and Lessons Learned	<ul style="list-style-type: none"> What have been key lessons learned that can inform similar interventions in the future? What lessons have been learned related to effectiveness, efficiency and relevance? Based on the experiences and lessons learned, what are the key recommendations relevant to informing future training? 			

APPENDIX III DOCUMENTS REVIEWED

Project Documents

UNDP Project proposal: “Capacity Development for nation Building in the Netherlands Antilles”

Project Board Minutes 7th June 2010

Project Board Minutes-6th September 2010

Quarterly Progress Report- 7, February 2011

Quarterly Progress Report- 26 August, 2010

Quarterly Progress Report-June 2010

Minutes of MDG Kick off Meeting-25th June 2010

Draft Minutes MDG Meeting 22 October, 2010

Devinfo Working Group Meeting, Sint Maarten, 29 November, 2010

Aide Memoire re Change Management Workshops

Terms of Reference re UN Volunteer

Terms of Reference re UN Resource person

Terms of Reference re Change Management Consultancy

Paper on the MDG Process in the Netherlands Antilles

Devco/UNDP Project Work Plan

Workshop Reports

Change Management Workshop Final report-June 2010

Devinfo Training Evaluation Questionnaire Summary-Curacao

Devinfo Training Evaluation Questionnaire Summary-Sint Maarten

One UN System Workshop Summary Report-Curacao

One UN System Workshop Summary Report-Sint Maarten

One UN System Evaluation Questionnaire Summary-Sint Maarten

Report re the MDG Netherlands Antilles Workshops and Public Lectures-31 may-9th June 2010

Agenda-MDG Public Lecture –Curacao, 31st May 2010

Agenda-MDG Public Lecture-Sint Maarten, June 2010

Newsletters and press releases

NAE Newsletter Issue No. 1, July 2010

Devinfo Sint Maarten Article “Civil Servants Attend Devinfo Workshop”.

“Best Practice Briefs”, MDGs in Latin America and the Caribbean, September 2010

MDG Report Documents

Proposals submitted by short listed consultants re “MDG report for the NEA”

Evaluation Score Sheet re Proposal Submissions

Final Document re“First Millennium Development Goals Report-Curacao and Sint Maarten 2011”

APPENDIX IV LIST OF PERSONS INTERVIEWED

Name	United Nations Development Programme	Date
Edo Stork	Deputy Resident Representative	23 June 2011
Okama Brook	UN Volunteer	6 July, 2011
Sandra Baptiste-Caruth	Programme Specialist	15 July, 2011

Marise Lue Qui	Former Procurement Specialist	11 August, 2011
Evaluation Mission to Sint Maarten-11-13 July 2011		
Names	Department, Bureau, or Unit in Sint Maarten	Date
Maarten		
Mr. Marc Arnold	Department Head BAK	11 July 2011
Loekie Morales	MDG Coordinator Program Manager (UNDP/EU)	11 July 2011
Khalilah Peters	Senior Policy Worker Directorate of Foreign Relations/ MDG Group	11 July 2011
Mayra Martina	Acting Head of Youth Care/ MDG Group	11 July 2011
Eva de Weever	Epidemiologist/Department of Public Health/MDG Group	11 July 2011
Andrea Ortega Oudhoff	Senior Policy Worker National Development Plan	11 July 2011
Andrea Senior	Policy Advisor National Development Plan	12, July 2011
Sidonia Lacorbiniere Hodge	Senior Policy Worker Education/ MDG Group	12, July 2011
Arjen Alberts	Program Manager at BAK Formerly at Education Department	12, July 2011
Lucy Gibbs	Economic Affairs	12, July 2011
Patricia Laurence)	Policy worker Education/Culture	12, July 2011
Leona Marlin	Department Head Civil Registry	12, July 2011
Miguel de Weever	Secretary General Ministry Economic Affairs and Telecommunication and Transport	12, July 2011
Suzette Mozes	HIV/AIDS Program/MDG workgroup	13 July 2011
Marieke Zadelhoff	Head of Inspection Department in Ministry VROMI	13 July 2011
Rose Simone Fleming	Project Coordinator of Social Security and Pensions & Jr. Social Development Policy Advisor/MDG on	13 July 2011
Fenna Arnell	Head Social Development Department/MDG	13 July 2011

Evaluation Mission to Curacao-18-20 July 2011		
Names	Department/Function Government of Curacao	Date
V.Torre	Director, Division of Foreign Economic Cooperation, Ministry of Economic Development,	18 July, 2011
J.Romero	Former DEVCO Project Manager	18 July, 2011
Agnette Kingswik	Former, DEVCO	29 June 2011 (Telephone Interveiw)
Mike Jacobs	Head, Social and Demographic Statistics Central Statistical Office	18 th July, 2011
Andre Nahr	Senior Statistician, Central Statistical Office	18 July, 2011
Ralph James	Former Director, DEVCO	18 July, 2011
Daynadira Martis	Former Department of Economic Affairs	18 July, 2011
Natalie Petronella	Former Department of Economic Affairs	18 July, 2011
Jose Ursula	MDG Coordinator, Researcher, Social Knowledge Center	19 July, 2011
Jeannete J. Pablo	Former Director, Women's Desk	19 July, 2011
Mary Feliz	Retired Head Department of Child and Youth Health	19 July, 2011
Glenda Aniceta	Ministry of Social Development, Labour and Wellbeing	19 July, 2011
Lloyd Narain	NGO, Friends of the Earth	19 July, 2011
Meredith Petrona- Martina	NGO-Girl Scout Association	19 July, 2011
R.O.B Van Den Bergh	MDGR Consultant	20 July, 2011
Keith Carlo	Retired Senior Director, Ministry of Health and Social Development	20 July 2011
Dr. Aignald Panneflek	Department of Education	20 July 2011

APPENDIX V INTERVIEW PROTOCOLS

Interview Guide with Project Administration Staff³² on the “Capacity Development for Nation Building in the NA”

Project Background and Relevance

- How did you become involved in the project? What was your role and function?
- What was the rationale for the project? Who initiated discussion on the project?
- What problems or challenges was the project attempting to address? Did this analysis emerge from any needs assessment? Are these issues still relevant?
- What were the general objectives of the project?
- Describe, from your perspective, how the project outputs (change management, multilateral negotiations, MDG reporting) were expected to contribute to the project objectives? Was there a specific targeting strategy in terms of occupational levels, representative of particular Ministries/agencies.?

Effectiveness

- From your perspective how effective was the project in achieving its stated objectives?
- Can you identify some specific results? Would you say that the results have mostly been at the output level? What about at the outcome level?
- What factors supported or limited the project in achieving the anticipated outcomes?
- Have project outputs been achieved within budget and schedule?
- Was the project cost effective, in light of the cost to output on the project components?

Project Administration

- Describe your role in the management of the project? What major challenges did you experience in managing this project? Were these challenges identified in the risk analysis of the project? If, not why not?
- What factors supported your management of this project?
- Did you experience any management issues in the following areas:
 - Financial management? Timeliness of disbursements? Were supporting documents submitted by the CCG in the required format? Were submissions timely?
 - Communication between UNDP, UN Volunteer, Consultants? Counterparts in Curacao and Sint Maarten?

³² This Protocol will be adapted for use with UNDP, Former Devco staff and the UNV.

- Project Monitoring, for example, was a reporting schedule established at project inception? Did UNDP receive timely reports from the Devco? Were regular site visits conducted?
- Were any mitigating strategies implemented by UNDP to address challenges experienced? If not, why not?

Project Sustainability

- From your perspective, was the workshop content and mode of delivery –for each of the workshops- appropriate?
- Have processes and systems been established that will sustain project outcomes, eg. enabling environment for MDG monitoring and reporting? Managing utilization of Dev info data? Opportunities for further training? Train the trainers?
- How should Curacao and Sint Maarten facilitate sustainability of capacity building initiatives?

Project Results

- From your knowledge, has the project met the needs and expectations of key stakeholders within the UNDP, Governments of Curacao and Sint Maarten?
- How has it contributed to stated outcomes identified in the proposal? Is there supporting evidence for each of the outcome indicators?

Recommendations/Lessons Learned

What have been key lessons learned in terms of:

- Systems and procedures necessary to facilitate efficient project administration of similar projects;
- Knowledge built and innovative approaches developed
- What would be some of the key recommendations for UNDP's overall approach to facilitating implementation of similar future initiatives

Conclusions

- Is there any other information that you would like to share?

Thank you for your collaboration

Interview Guide with Key Informants “Capacity Development for Nation Building in the NA”

Project Relevance

- Are you familiar with any components of the project? If yes, can you describe the general objectives of the initiative?
- Based on your knowledge and experience, what factors might constrain the following in Curacao/Sint Maarten:
 - MDG monitoring and reporting;
 - Collection/dissemination of statistical data
 - Negotiation with multilaterals
- What factors have either facilitated or constrained the transition to independent status in Curacao/Sint Maarten?
- From your general knowledge, how relevant do you think the project interventions are given the issues identified?
- In your opinion, what would be high priority interventions to facilitate nation building in Curacao/Sint Maarten?

Effectiveness

- The stated objectives of this project were to build the capacity needed to engage in MDG reporting and monitoring, and facilitate an efficient transition to independent country status.
- From your general knowledge, has the project been effective? Have stated objectives been achieved?
- What factors would you say, supported or limited the project in achieving its anticipated outcomes? Can you describe any specific examples of reflecting the effects of the project components

Recommendations

- What would be your top three (3) recommendations for improving project management capacity in the BMCs?
- Is there any other information that you would like to share?

Thank you for your collaboration

**Interview Guide with Workshop Beneficiaries
“Capacity Development for Nation Building in the NA”**

Key questions:

- 1) Please describe your current role and responsibility in the new Government?
- 2) Why do you think you were selected for the workshop?
- 3) What were your expectations of the workshop (MDG, Devinfo; Change Management? Multilateral Negotiations) Did it meet your expectations?
- 4) What aspects of the workshop were most beneficial and why? What aspects were the least beneficial and why?
- 5) Can you describe how your newly acquired skills and knowledge have improved your work functions compared to before you participated in the sessions? Can you give specific examples?
- 6) Have there been improvements at the organizational level? Can you give examples?
- 7) Have you experienced any barriers or challenges to applying your new skills and knowledge?
- 8) What in your opinion are critical capacity building priorities for public officers under the new constitutional arrangements?
- 9) Is there any additional information or issue that you would like to share / raise?

Thank you for your collaboration

