

Evaluation of the Commonwealth Secretariat's Support to Barbados 2013/14 – 2019/20

Final Report
August 2020



The Commonwealth

EVALUATION SERIES 116

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Commonwealth Secretariat's
Support to Barbados
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Evaluation conducted by:
Strategy, Portfolio, Partnerships and Digital Division
Commonwealth Secretariat

Evaluator:
Ms Evelyn Acio Pedersen, Head of Evaluation
and Learning
Ms Purvi Kanzaria, Programme Officer
Strategy, Portfolio, Partnerships and Digital Division,
Commonwealth Secretariat

Ms Mette Mikkelsen
External Evaluation Consultant

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Published by the Commonwealth Secretariat.

Acknowledgements

This evaluation was conducted by an evaluation team within the Evaluation Section of the Strategy, Portfolio, Partnerships and Digital Division of the Commonwealth Secretariat. The Evaluation Section is not involved in the delivery of programmes.

The Strategy, Portfolio Partnerships Digital Division of the Commonwealth Secretariat would like to acknowledge the extensive support, direction and engagement of the High Commission of Barbados in London throughout this evaluation. Sincere appreciation goes to all the institutions and persons who gave of their time, experience and expertise to support this evaluation. In particular, the evaluation benefited from the support of government officials, consultants, civil society and donor representatives, who consented to interviews during the country visit or by Skype or telephone.

Within the Commonwealth Secretariat, we would like to thank all colleagues who provided valuable insights and access to the information that informed the evaluation and also supported the validation of the report. Special thanks go to Ms Purvi Kanzaria, Evaluation Officer, who managed, facilitated and co-ordinated all meetings and feedback across all internal and external stakeholders; and Ms Mette Mikkelsen, External Evaluation Consultant, who provided comments and led the completion of this work.

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Abbreviations and Acronyms

BEBC	Barbados Electoral and Boundaries Commission
BNEP	Barbados National Energy Policy
CARICOM	Caribbean Community
CAYE	Commonwealth Alliance of Young Entrepreneurs
CAYE C&C	Commonwealth Alliance of Young Entrepreneurs-Caribbean & Canada
CCA	Commonwealth Connectivity Agenda
CCEM	Conference of Commonwealth Education Ministers
CDB	Caribbean Development Bank
CEN	Commonwealth Electoral Network
CFATF	Caribbean Financial Action Task Force
CFTC	Commonwealth Fund for Technical Co-operation
CHMM	Commonwealth Health Ministers Meeting
CMAG	Commonwealth Ministerial Action Group
COG	Commonwealth Observer Group
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System
CSME	CARICOM Single Market and Economy
CVE	Countering Violent Extremism
CYC	Commonwealth Youth Council
CYP	Commonwealth Youth Programme (also refers to the fund)
CYMM	Commonwealth Youth Ministers Meeting
CVQ	Caribbean Vocational Qualification Assessor
DET	Division of Energy and Telecommunications (Barbados)
FfD	financing for development
LGBTI	lesbian, gay, bisexual, transgender and intersex
M&E	monitoring and evaluation
MDGs	Millennium Development Goals
NCD	non-communicable disease
NHRI	national human rights institution

NPPDG	New Petroleum Producers Discussion Group
OECD	Organisation for Economic Co-operation and Development
PCP	Primary Contact Point
SIDS	small island developing states
UPR	Universal Periodic Review
UWI	University of the West Indies
WTO	World Trade Organization
YDI	Youth Development Index

Executive Summary

Background

This is the first evaluation of the Commonwealth Secretariat's ('the Secretariat') programmatic activities in Barbados. The evaluation covers the six-year period 2013/14–2019/20.

As set out in the Terms of Reference (see Annex 1 Terms of Reference), the evaluation seeks to:

- review the extent to which the Secretariat support was relevant to the priorities of the targeted member country, and consistent with Intermediate Outcomes of the Strategic Plan;
- assess outcomes and impact achieved over the evaluation period and the level of sustainability of the results;
- assess member state contributions to the Secretariat's funds and the benefits realised over the review period;
- review the delivery model of programmes in the member state, including communication and programme co-ordination in-country, highlighting lessons and areas for improvements; and
- identify issues, challenges and lessons learned and make recommendations on the Secretariat's programming.

The evaluation was primarily qualitative in nature, though a quantitative analysis was conducted of Secretariat funding to Barbados. It consisted of a desk review, a field visit comprising in-person focus group discussions and interviews, and online/phone interviews. In total, 58 individuals were interviewed.

The Secretariat's context during the evaluation period was one of change. In 2016, the change in senior leadership provided a new direction for the organisation through reform and co-ordination of programme delivery. The Secretariat's funding also decreased markedly over the evaluation period. An implication of this was the closing of the Commonwealth Youth Programme Caribbean Centre in Guyana, which had acted as a regional hub in the Caribbean.

As a high-income country, Barbados contributed a total of £1,227,914 to the Commonwealth's three funds – the Commonwealth Assessed Contribution Fund; the Commonwealth Fund for Technical Co-operation (CFTC); and the Commonwealth Youth Programme (CYP) between 2013/14 and 2018/19. Conversely, Barbados received £563,748 in technical assistance from the Secretariat.

Findings

The country programme was characterised by having some quality and in-depth interventions. However, the general picture of the programme was one of an at times ad hoc selection of interventions (due to the responsive nature of the Secretariat's work), few examples of sustainability and little co-ordination of programming, both within the Secretariat and within Barbadian agencies.

Interventions were largely found to be relevant to Barbados, due to requests for support being country driven. However, interventions were not systematically aligned with the National Strategic Plan of Barbados, which represents the country's development priorities. This should be addressed in a future country programme. The lack of a Secretariat focal point and a country framework for Barbados detracted from the Secretariat's ability to ensure relevance, effectiveness and impact.

It was difficult to assess whether the interventions contributed to the Commonwealth Secretariat's Strategic Plan and Strategic Results Framework's Intermediate Outcomes. Interventions undoubtedly aligned with the Secretariat's six thematic pillars, and for some interventions (such as on maritime boundaries and policy support for the petroleum sector), the Secretariat's work clearly contributed to the Strategic Plan's Intermediate Outcomes. However, for the majority of interventions, it was unclear which Intermediate Outcomes (and associated indicators) the interventions contributed to.

The impact of the Secretariat's interventions in Barbados was also difficult to evaluate, due to a

Table 1. Highlights of activities in Barbados during the evaluation period

<p>Democracy</p> <ul style="list-style-type: none"> • Member of the Commonwealth Ministerial Action Group (CMAG) (2018–20). • Four visits by the Secretary-General. • A Commonwealth election observer group led by the former Prime Minister of Barbados observed elections in Guyana in February 2020. • Barbados took part in the Commonwealth Electoral Network (CEN). • The Foreign Minister of Barbados chaired the Commonwealth Ministerial Committee on the Belize–Guatemala border dispute in May 2016. • In February 2020, electoral officials from across the Caribbean attended a masterclass on efficient, credible and inclusive elections in Barbados. • Judges, prosecutors and investigators met in Barbados in March 2019 for the Commonwealth Caribbean Electronic Evidence Training Programme for Justice. • The Commonwealth co-organised a workshop in Barbados for senior officials from the Prisons Services of Barbados in October 2018.
<p>Public Institutions</p> <ul style="list-style-type: none"> • In October 2019, Barbados hosted a joint consultation on inclusion of lesbian, gay, bisexual, transgender and intersex (LGBTI) persons in the economic, social and cultural spheres. • The Commonwealth piloted a Law and Climate Change Toolkit in Barbados in July 2018. • It provided cybercrime security awareness advice. • It provided technical assistance to the Ministry of Foreign Affairs and Trade of Barbados on establishing a national human rights institution (NHRI). • It organised a Human Rights Leadership Seminar for Permanent Secretaries in Barbados in November 2014. • A legislative drafter from Barbados was trained through the Commonwealth's six-month-long legislative drafting programme delivered through the University of the West Indies.
<p>Public Administration</p> <ul style="list-style-type: none"> • The Barbadian Minister of Industry, International Business, Commerce and Small Business Development took part in a Commonwealth International Tax Roundtable in London in June 2016. • A Regional Internal Audit and Public Procurement Round Table Meeting was held in Barbados in June 2016.
<p>Social Development</p> <ul style="list-style-type: none"> • A legislative drafter was placed in the Caribbean Community (CARICOM) region by the Secretariat to review non-communicable disease-related legislation in response to the non-communicable disease (NCD) crisis in the region. • In 2017, the Commonwealth funded the Healthy Caribbean Coalition to develop the 'Getting National NCD Commissions Up and Running' resource, co-written by the Senior Health Promotion Officer in the Ministry of Health and Wellness, Barbados. • A Commonwealth-organised stakeholder consultation on women's political empowerment took place in Barbados in July 2017. • Learners from Barbados completed a Caribbean Vocational Qualification Assessor (CVQ) online course, supported by the Commonwealth of Learning in February 2018. • As a part of the 19th Conference of Commonwealth Education Ministers (19CCEM), a Small States Forum was held, which was chaired by Barbados' Minister of Education, Science, Technology, and Innovation.

(Continued)

Table 1. Highlights of activities in Barbados during the evaluation period (Continued)

Youth
<ul style="list-style-type: none"> • A young Barbadian is serving on the Commonwealth Youth Council (CYC) for the period 2018 to 2020. • The Commonwealth worked with the Barbados Ministry of Culture to develop a Youth Development Index (YDI). • It worked with the Caribbean Development Bank (CDB) to develop its first Youth Policy and Operational Strategy. • The Commonwealth co-organised a regional training workshop in June 2015 on 'Evidence-based policies on Youth Development in the Caribbean' in Barbados. • It worked with the University of the West Indies (UWI) to develop and provide modules for a BSc in Youth Development Work at UWI. • The Commonwealth supported Barbados to develop a national strategy and action plan for using sport as a development tool. • A youth entrepreneur from Barbados chaired the Caribbean & Canada regional group, the Commonwealth Alliance of Young Entrepreneurs – Caribbean & Canada.
Economic Development
<ul style="list-style-type: none"> • Since 2019, Barbados has been leading the regulatory connectivity cluster for the Commonwealth Connectivity Agenda (CCA). • The Commonwealth co-hosted a workshop in Barbados in April 2019 on how the region's business climate could be improved to help entrepreneurs and encourage investment. • In 2018, Barbados was a pilot Meridian (a new debt management system) country. • In August 2016, Barbados signed a maritime boundary agreement with Saint Lucia, after the Commonwealth brought together Caribbean government officials for working sessions on unresolved marine boundaries and to examine ocean governance.. • In October 2015, Barbados hosted a meeting for Commonwealth Caribbean countries in preparation for the 10th World Trade Organization (WTO) Ministerial Conference in Nairobi. • Barbados hosted a Conference on Financing for Development in Small States in March 2015, in the lead-up to the third International Conference on Financing for Development. • The Commonwealth supported work to record Barbados' securities in the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS). • In 2015, the Commonwealth worked with the Ministry of Finance and Economic Affairs in Barbados to develop a Debt Bulletin Report. • The Commonwealth provided advice on and assistance with the review and revision of the economic, legal and regulatory framework for the offshore petroleum sector in Barbados. • It supported Barbados to apply for and secure US\$550,000 from the UN-India Fund. • It supported Barbados to develop an Oceans Economy and Trade Strategy.
Small States and Vulnerable States
<ul style="list-style-type: none"> • Appointed in 2017, the Commonwealth National Climate Finance Adviser for Barbados supported the Barbadian government to secure US\$74,000 for two climate adaptation projects. • In March 2019, the Commonwealth undertook a regional scoping study to identify barriers to climate investment in Barbados and four other Caribbean countries. • Since 2016, the Commonwealth Small States Office in Geneva has provided technical support on Universal Periodic Review reporting to Barbados. • In 2015, the Secretariat commissioned a study of Barbados, on its economic, social environmental development and governance resilience.

lack of targets, indicators and baselines, and little systematic follow-up monitoring and evaluation of activities by programmatic staff. According to Barbadian stakeholders, visibility of the Secretariat's impact was generally low.

The evaluation was not able to assess the efficiency of the Barbados country programme. For such an assessment to be made, more data would be required on individual budgets and objectives of programmes (as well as indicators, baselines and targets), while systematic follow-up on results would have had to take place.

There were good examples of sustainability, such as Barbados completing the Barbados National Energy Policy (BNEP), capacity building and knowledge sharing, leading to the signing of maritime boundary agreements with Saint Lucia and Saint Vincent and the Grenadines, and a Secretariat-developed module on youth work being integrated into the University of the West Indies (UWI) BSc in Youth Development Work. However,

in general sustainability was low. This was likely due to a combination of the Secretariat's decreasing funds, staff turnover, a lack of systematic follow-up to identify evidence of sustainability and a lack of a regional presence following the closure of the Youth Centre in Guyana.

Key activities in Barbados during the evaluation period

Table 1 provides a snapshot of the Secretariat's key activities in Barbados during the evaluation period. For a complete list, see Annex 2 (Key activities in Barbados during the evaluation period).

Lessons learned and recommendations

Tables 2 and 3 set out this evaluation's lessons learned and recommendations for (1) the Secretariat and (2) for Barbados.

Table 2. Lessons learned and recommendations for the Secretariat

Lesson learned	Recommendations
<ul style="list-style-type: none"> • Unco-ordinated approach to selecting interventions within the Secretariat. • No full Secretariat overview of programmatic activities in Barbados. • No central information repository for Barbados within the Secretariat. • Low in-country visibility of the Secretariat's work. 	<ul style="list-style-type: none"> • Focus on a few, in-depth, high-quality interventions with a high potential for sustainability. This would deliver better value for money for the Secretariat and impact for Barbados, compared to working across all pillars and the majority of Intermediate Outcomes.
	<ul style="list-style-type: none"> • Develop a country framework, using the Secretariat's Strategic Plan as a basis. The Secretariat should explore developing a country or regional framework (or, alternatively, a shorter country document) to guide its support for the duration of the Strategic Plan. This should be agreed with the member state and would consist of broad priorities for the country/region.
	<ul style="list-style-type: none"> • Set criteria for choosing interventions, such as: <ol style="list-style-type: none"> 1. alignment with Strategic Plan; 2. contribution to Intermediate Outcomes; 3. ability to measure progress using a Strategic Plan indicator; 4. alignment with Secretariat technical expertise; 5. building on and/or complementing previous work; 6. evidence of sustainability post-Secretariat support; and/or 7. contributing to the country's national development plan.

(Continued)

Table 2. Lessons learned and recommendations for the Secretariat (*Continued*)

Lesson learned	Recommendations
	<ul style="list-style-type: none"> • Re-introduce dedicated country or regional focal points, who have the full overview of the Commonwealth's activities in a member state. • Develop a country-focused page or online dashboard for each member state on the Secretariat website, so that Commonwealth members can see what programmatic interventions the Secretariat is carrying out in their country.
<ul style="list-style-type: none"> • Interventions did not use the Strategic Plan indicators (or tailored versions of these indicators) to assess progress. • A lack of baselines, which were generally not set prior to interventions being undertaken. 	<ul style="list-style-type: none"> • Using the Secretariat's Strategic Plan as a basis, develop a country-specific (or regional) monitoring and evaluation framework with a few, key, high-level indicators, targets and baselines. All interventions should align with this framework, and should develop a few, high-quality, SMART [specific, measurable, attainable, relevant, time-bound] indicators, baselines and targets.
<ul style="list-style-type: none"> • Programme staff did not understand how to identify indicators, targets and baselines for interventions, and generally did not track progress systematically. 	<ul style="list-style-type: none"> • Empower and train programme staff to set baselines, indicators and targets, and to monitor progress, and hold staff accountable for doing this. • Train programme staff in setting baselines, indicators and targets, and in monitoring progress. • Develop clear frameworks and processes for setting baselines, indicators and targets, and for monitoring progress. • Consider having monitoring and evaluation built into performance targets and reviews for programme staff.
<ul style="list-style-type: none"> • Target groups. There was a lack of analysis around how the intervention impacted target group(s). 	<ul style="list-style-type: none"> • Identify the intervention target group(s) in programme design documents (and/or by developing a theory of change for the intervention) and, to the extent possible, monitor impact on the target group subsequent to the intervention.

Table 3. Lessons learned and recommendations for Barbados

Lessons learned	Recommendations
<ul style="list-style-type: none"> • Unco-ordinated approach to requesting interventions. • Activities not systematically aligned with the National Strategic Plan of Barbados. • Low visibility of the Secretariat's work. 	<ul style="list-style-type: none"> • Co-ordinate Secretariat support through the Ministry of Foreign Affairs and Trade, but also the Ministry of Finance, Economic Affairs, and Investment, which is in charge of Barbados' National Strategic Plan (the country's national development plan). • Explore setting up a country-level Steering Group for Secretariat support for a given country, made up of relevant ministries (such as the Ministry of Foreign Affairs and Trade and the ministry responsible for a country's national development plan), as well as two or three other ministries leading on the Secretariat priority areas for a country. • The Ministry of Foreign Affairs and Trade should be responsible for co-ordinating this group. • The Steering Group's responsibility would be to steer Secretariat technical assistance for a country, ensure complementarity between activities and to avoid overlaps.

1. Introduction and Context

1.1 Introduction

This is the first formal evaluation conducted by the Secretariat of its work in Barbados. This evaluation assesses the Commonwealth Secretariat's ('the Secretariat') support to Barbados in the six-year period 2013/14 to 2019/20. The Secretariat's Strategic Plan 2013/14–2016/17 and the associated Strategic Results Framework have been used as a framework against which to assess the Barbados Country Programme. See also Annex 3: Strategic Results Framework 2013/14–2016/17.

Country evaluations provide member states with a picture of the Secretariat's complete work in their countries during a given time period. They provide an overview of activities and an assessment of what worked and what did not. They also include lessons learned and recommendations, which can be used for future country programmes.

1.2 Report structure

This report is structured as follows:

1. **Introduction and context:** This section sets the scene for the evaluation, outlining the evaluation objectives, the funding picture for Barbados, the country context and the Secretariat's context during the evaluation period.
2. **Methodology and approach:** This section describes the methodology and approach of the evaluation.
3. **Overview of activities:** This section summarises the Secretariat's key activities in Barbados during the evaluation period. It is structured around the six pillars of the Secretariat's Strategic Plan 2013/14–2016/17.
4. **Findings:** This section provides a high-level, strategic analysis of the Secretariat's activities and outcomes as assessed against the OECD DAC¹ evaluation criteria (relevance, effectiveness, efficiency, coherence, impact and sustainability).

5. **Lessons learned and recommendations:** This section sets out the lessons learned and recommendations, both for the Barbados country programme and for wider Secretariat programming.
6. **Conclusion:** This final section wraps up the evaluation.

1.3 Evaluation objectives

As set out in the Terms of Reference (see Annex 1 Terms of Reference), this evaluation has five main objectives:

1. to review the extent to which the Secretariat support was relevant to the priorities of the targeted member country, and consistent with the Intermediate Outcomes of the Strategic Plan;
2. to assess outcomes and impact achieved over the evaluation period and the level of sustainability of the results;
3. to assess the member state's contribution to the Secretariat's funds and the benefits realised over the review period;
4. to review the delivery model of programmes in the member state, including communication and programme co-ordination in-country, highlighting lessons and areas for improvements; and
5. to identify issues, challenges and lessons learned and to provide recommendations on the Secretariat's overall programming.

Detailed evaluation questions are provided in Annex 4. Evaluation questions.

1.4 Funding

The following section sets out Barbados' financial contributions to the Commonwealth, and the Commonwealth's financial contributions during the evaluation period.

Note that these figures do not cover regional and/or pan-Commonwealth programmes from which Barbados may have benefited. It also does not cover contributions from Caribbean-based

¹ Organisation for Economic Co-operation and Development's Development Assistance Committee.

Figure 1. Barbados' financial contributions

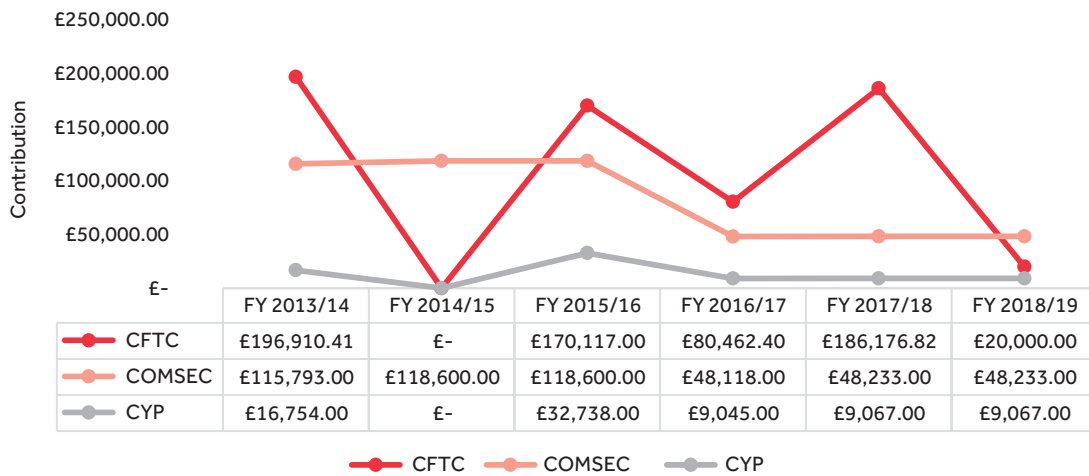
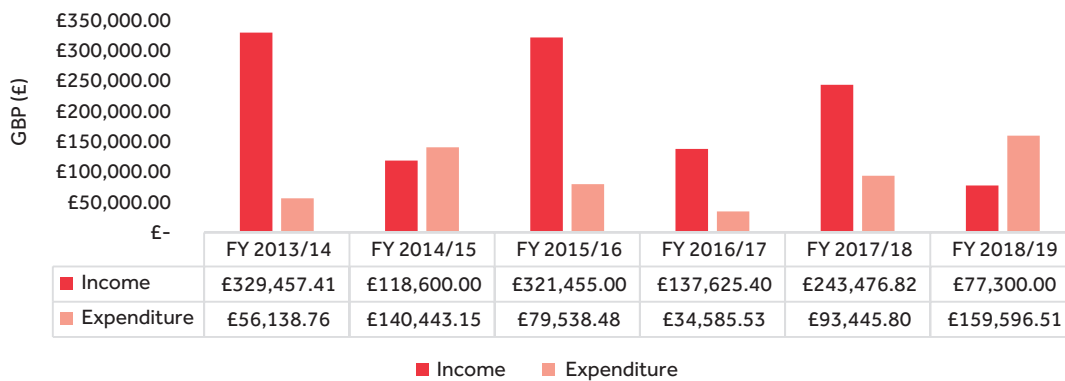


Figure 2. Total income and direct programme expenditure



Commonwealth Fund for Technical Co-operation (CFTC) experts. The section covers the period 2013/14 to 2018/19.

Barbados' financial contributions to the Commonwealth

As a member of the Commonwealth, Barbados contributes to, and receives technical assistance from, the three Commonwealth funds:

- Commonwealth Assessed Contribution Fund (COMSEC);
- Commonwealth Fund for Technical Co-operation (CFTC); and
- Commonwealth Youth Programme (CYP).

Barbados contributed a total of £1,227,914 to the three funds between 2013/14 and 2018/19 (see Figure 1 and Figure 2).

Commonwealth programmatic expenditure in Barbados

Through the three funds, the Secretariat provided £563,748 in programme expenditure to Barbados between 2013/14 and 2018/19 (see Figure 3). The Secretariat and CYP budgets are financed by assessed contributions from member governments, which are primarily based on capacity to pay. The CFTC budget is financed by voluntary contributions from member governments.

When broken down by the thematic areas/pillars in the Secretariat's Strategic Plan, Barbados' highest share of programmatic expenditure was in the Public Institutions (£202,236) and Small States (£176,477) areas (see Figure 4).

1.5 Country context

Barbados joined the Commonwealth in 1966 and is one of the most politically stable countries in the

Figure 3. Contributions and programme expenditure

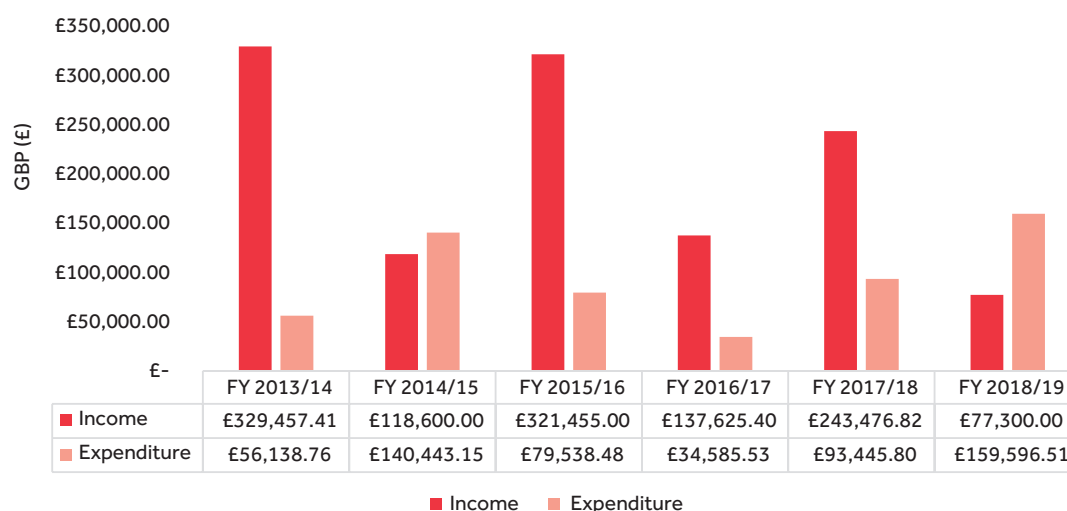
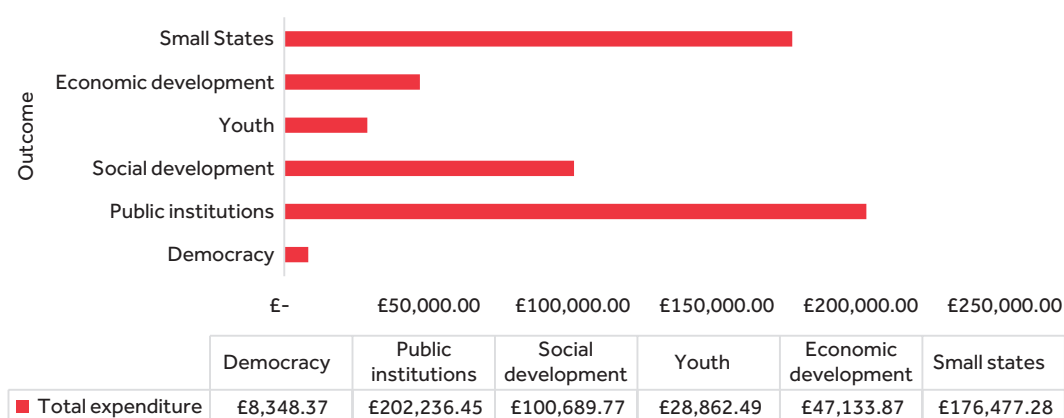


Figure 4. Total expenditure by thematic area



Caribbean, owing to strong governance institutions, which have supported an open, business-friendly economy. Barbados graduated from upper middle-income status to high-income status in 2011, immediately prior to this evaluation. Today, the country's economic growth is challenged – while major sectors such as tourism and banking are performing strongly, other sectors are more vulnerable.

General elections were held in Barbados on 24 May 2018. The Barbados Labour Party (BLP) was the victor, winning 30 seats in the House of Assembly. As a result, BLP leader, Mia Mottley, became the country's first female Prime Minister.

Barbados is a member of the African, Caribbean and Pacific Group of States, Association of Caribbean States, Caribbean Community, Non-Aligned Movement, Organization of American States, the United Nations (UN) and the World Trade Organization (WTO).

As an island state, Barbados is highly vulnerable to the impacts of climate change, such as coastal inundation and sea level rise, an increase in tidal and storm surge levels, coastal erosion, rising temperatures, changes in rainfall patterns, drought and more frequent and intense tropical cyclones. Approximately 25 per cent of Barbados' population lives in coastal areas.²

1.6 Commonwealth Secretariat context

The change in the Secretariat's senior leadership in 2016 provided a new direction for the organisation. The new Secretary-General focused on reform and co-ordination of programme delivery. However, restructuring delays and reduced CFTC funding affected programme delivery. Key technical and

² See: Barbados, World Bank, Climate Change Knowledge Portal, available at: <https://climateknowledgeportal.worldbank.org/country/barbados>

management staff leading the strategic direction of programme delivery left the organisation, and there were delays in filling several of these vacancies. Consequently, some programmatic areas lacked strategic direction and oversight.

The Commonwealth Secretariat Strategic Plan 2013/14–2016/17 was the organisation's first results-based management strategic plan. There was a delay in getting it approved, which delayed implementation. The Secretariat also introduced a new monitoring and evaluation (M&E) system during the evaluation period. However, there was a delay in approving a dedicated M&E budget to implement the system, which impacted the Commonwealth Secretariat's ability to measure impact.

The Commonwealth faced a decreasing budget during the evaluation period. One consequence of this was the closing of the regional centres of the Commonwealth Youth Programme (CYP), including the Centre in Guyana, which had acted as a Caribbean hub for the Secretariat.

The CFTC also saw a significant decrease in funding during the evaluation period. Consequently, a number of CFTC projects were either put on hold or cancelled. Recruitment was halted, which reduced capacity to deliver. Direct areas affected included long-term expert placement, which had reduced significantly by the end of the evaluation period.

2. Methodology and Approach

2.1 Methodology

The evaluation was primarily qualitative in nature, though a quantitative analysis was conducted on Secretariat funding for Barbados.

Evaluation activities consisted of:

- A **desk review** of national country documentation, including of publicly available strategy documents and reports, was conducted to provide context and to address the general evaluation questions. Additional reports were requested and reviewed following interviews with stakeholders from Barbadian ministries and agencies. In addition, project design documents were reviewed, including associated monitoring plans and reports. All key documentation, including back-to-office reports, research reports, progress reports from consultancies, etc., was reviewed.
- **Focus group discussions and interviews** were held with project teams within the Secretariat to better understand the programme theory, to qualify and contextualise the results documented, and to seek responses to specific questions that had emerged from the literature review.
- A **field visit** was conducted by the Commonwealth Evaluation Team to Barbados in September 2019 to meet key stakeholders and host institutions with whom the Secretariat had partnered. Seventeen (17) interviews and discussions were held with local stakeholders. The visit enabled the Evaluation Team to triangulate desk findings, verify results and generate additional data related to the evaluation questions (see Annex 4 Evaluation questions).
- **Online/phone interviews** were conducted with respondents who could not be reached during the field visit.

The Evaluation Team had excellent access to senior policy-makers and officials for this evaluation, while the stakeholders who were interviewed during the field visit, or subsequently via phone, were informative, interested and engaged.

In total, 55 individuals were interviewed (29 external stakeholders and 26 internal Secretariat staff) (see Annex 5 Stakeholders consulted).

2.2 Approach

OECD DAC evaluation criteria

The evaluation assesses the Barbados Country Programme using the OECD DAC³ evaluation criteria. Key questions were developed under each criterion, based on the evaluation objectives set out in the Terms of Reference.

The OECD DAC criteria and key questions are:

- **Relevance**
 - To what extent was Secretariat support relevant to the priorities of Barbados, and consistent with Intermediate Outcomes of the Strategic Plan?
- **Effectiveness**
 - Did the interventions contribute to the Commonwealth Secretariat's Strategic Results Framework's Intermediate Outcomes?
- **Efficiency**
 - How well were resources used?
- **Impact**
 - What impact did the interventions have?
- **Coherence**
 - To what extent did the programme delivery model enable coherence and co-ordination, both within the Secretariat and in Barbados?
- **Sustainability**
 - To what extent have outcomes lasted, or are likely to last?

These key questions were underpinned by more detailed questions, as set out in Annex 4 (Evaluation questions).

3 Organisation for Economic Co-operation and Development's Development Assistance Committee.

Strategic Plan and Strategic Results Framework

The Secretariat's Strategic Plan 2013/14–2016/17 and supporting Strategic Results Framework (SRF) has three high-level 'goals':

- strong democracy, rule of law, promotion and protection of human rights, and respect for diversity;
- inclusive growth and sustainable development; and
- a well-connected and networked Commonwealth.

These goals are supported by six programmatic pillars, each with its Strategic Outcome.

1. **Democracy** – Greater adherence to Commonwealth political values and principles
2. **Public Institutions** – More effective, efficient and equitable public governance
3. **Social Development** – Enhanced positive impact of social development
4. **Youth** – Youth more integrated and valued in political and development processes
5. **Economic Development** – More inclusive economic growth and sustainable development
6. **Small States** – Strengthened resilience of small states and vulnerable states

For each pillar, there are a number of lower-level Intermediate Outcomes leading to the Strategic Outcome. These Intermediate Outcomes will be the main focus of Section 4. Findings.

The Strategic Results Framework (and Intermediate Outcomes) can be seen in Annex 3: Strategic Results Framework 2013/14–2016/17.

2.3 Limitations

The main limitation in the evaluation was that there was no country programme framework or

document for Barbados, or associated country-specific indicators, baselines or targets against which to assess progress. It should be noted that the Secretariat does not develop country programmes, so this was not an issue specific to Barbados. Nor was there a theory of change for the Secretariat's work in Barbados. Again, this was not specific to Barbados.

Assessing progress without the existence of baselines, indicators and targets is challenging, but there are strategies for doing this. For example, baseline data can be reconstructed by using publicly available data sets (such as census data) and comparing two points in time. However, given the relatively small scale of the Secretariat's activities in Barbados, attributing change in large data sets such as census data was not deemed realistic.

Another challenge was gaining an overview of activities in Barbados. There was no focal point for Barbados or the Caribbean within the Secretariat, nor was there a central data management system for information on activities and results related specifically to Barbados or the Caribbean. Consequently, locating country-specific Secretariat information (such as project design documents and budgets) required consulting with multiple thematic teams, and in many cases, documentation could not be found.

To address the lack of baseline data, this evaluation has triangulated information where possible, to assure the validity of the findings; for example, by reviewing documents and by interviewing the relevant Secretariat programmatic focal point and the relevant Barbadian stakeholder(s).

Where documentation could not be found, the Evaluation Team followed up with Secretariat programmatic staff, and in some cases, with Barbadian stakeholders via email.

3. Overview of Activities in Barbados

This section lists Secretariat interventions in Barbados between July 2013 and June 2020. The structure of the section will follow the structure of the Strategic Results Framework 2013/14–2016/17's six pillars:

1. Democracy
2. Public Institutions
3. Social Development
4. Youth
5. Economic Development
6. Small States

For a list of Secretariat events hosted in Barbados and Secretariat events in which Barbadian stakeholders participated, please see Annex 6 Meetings and events.

3.1 Democracy

The 'Democracy' pillar works towards the Secretariat Strategic Outcome, *Greater Adherence to Commonwealth Political Values and Principles*.

'Democracy' has four Intermediate Outcomes:

- **Commonwealth Ministerial Action Group:** CMAG is well-informed and supported to protect and promote Commonwealth values and principles.
- **Good Offices of the Secretary-General:** Member states engage with and benefit from

strengthened Good Offices of the Secretary-General.

- **Election management:** Member states conduct fair, credible and inclusive elections.
- **Respect and understanding:** Values of 'respect and understanding' advanced.

Support for Barbados under the 'Democracy' pillar centred around Barbados' active membership of the Commonwealth Ministerial Action Group (CMAG) and of Commonwealth Observation Groups (COGs), as well as engagement through the Good Offices of the Secretary-General and of raising awareness about countering violent extremism (CVE).

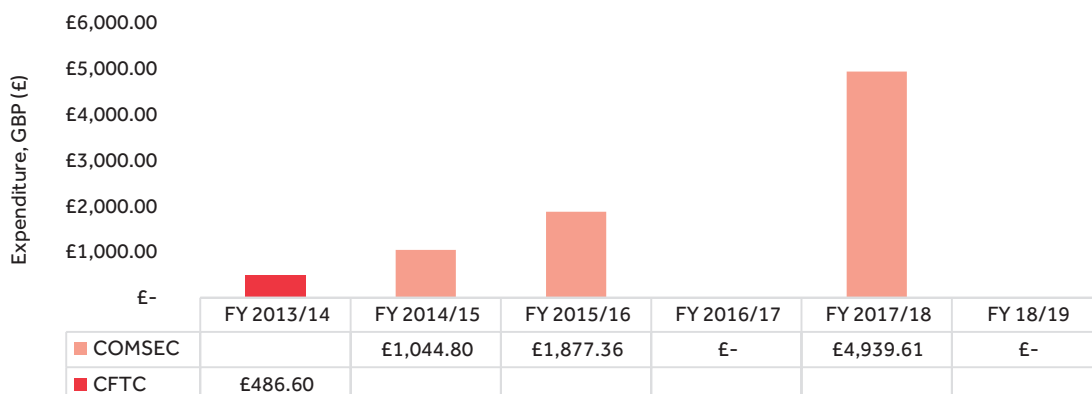
Total expenditure under the Democracy pillar was £8,348 during the evaluation period. A breakdown by year is provided in Figure 5.

Note that this figure does not cover regional and/or pan-Commonwealth programmes from which Barbados may have benefited. It also does not cover contributions from Caribbean-based Commonwealth Fund for Technical Co-operation (CFTC) experts.

Commonwealth Ministerial Action Group

Intermediate Outcome: *CMAG is well-informed and supported to protect and promote Commonwealth values and principles.*

Figure 5. Expenditure – Democracy



The role of the Commonwealth Ministerial Action Group (CMAG) is to assess concerns such as the unjustified postponement of elections, violations of human rights, the undermining of the judiciary, lack of space for the opposition, and systematic constraints on civil society and the media.⁴ CMAG is made up of a rotating group of foreign ministers from eight countries, drawn from different regions, as well as the foreign minister of the Commonwealth Chairperson-in-Office, the host of the previous Commonwealth Heads of Government Meeting.

Barbados is currently a member of the Commonwealth Ministerial Action Group (CMAG) (2018–20) and was previously a member from 1997 to 2002. The Hon. Maxine McClean, former Minister of Foreign Affairs of Barbados, represents Barbados on the CMAG.

Between 2018 and 2020, while Barbados has been a member of CMAG, the group was active on various high-visibility issues, such as calling for election transparency and a credible tabulation of votes in Guyana in 2020 and allowing Maldives to re-join the Commonwealth 2020.⁵ An interviewee at the Electoral and Boundaries Commission of Barbados made the comment that Barbados, with its stable political situation and well-run elections, could be used as an example for other Commonwealth member states.

Good Offices of the Secretary-General

Intermediate Outcome: *Member states engage with and benefit from strengthened Good Offices of the Secretary-General.*

For the half of this evaluation period (2013–16), the Secretariat was led by Secretary-General Kamallesh Sharma, who was succeeded by Secretary-General Baroness Patricia Scotland in 2016. Both have visited Barbados on several occasions during the evaluation period:

- Secretary-General Sharma attended the **36th Regular Meeting of CARICOM Heads of Government in Bridgetown, Barbados, in July 2015**. He took part in bilateral discussions with Caribbean Heads of Government and foreign ministers and met with the CARICOM Secretary General. He moreover participated in a high-level roundtable dialogue with CARICOM Heads of Government on sustainable development.
- Secretary-General Scotland **visited Barbados in May 2016**, where she met with the Hon. Steven Blackett, Acting Minister of Foreign Affairs and Foreign Trade, and the Leader of the Opposition, the Hon. Mia Mottley (who is now the Prime Minister).
- Secretary-General Scotland also **visited Barbados in November 2017 to deliver the 42nd Sir Winston Scott Memorial Lecture**. She held bilateral meetings with the Prime Minister and the Acting Governor-General, and the former Leader of the Opposition, Hon. Mia Mottley. The Secretary-General was also interviewed by local media, including CBC TV, the Voice of Barbados, the *Nation Newspaper* and the Caribbean Media Corporation.
- In **February 2020, Secretary-General Scotland attended the 31st Inter-Sessional Meeting of the Conference of Heads of Government of the Caribbean Community (CARICOM)** in Bridgetown. Of 15 CARICOM members, 12 are Commonwealth members. Participants included Prime Minister Mottley of Barbados, as well as Heads of States and foreign ministers from a number of CARICOM countries.^{6,7} At CARICOM, one of the Secretary-General's key messages was a lack of funding for countries vulnerable to climate change.

Election management

Intermediate Outcome: *Member states conduct fair, credible and inclusive elections.*

4 See: The Commonwealth, Commonwealth Ministerial Action Group, available at: <https://thecommonwealth.org/our-work/commonwealth-ministerial-action-group>.

5 Stabroek News (2020), 'Commonwealth disciplinary group calls on GECOM to complete credible vote count', available at: <https://www.stabroeknews.com/2020/04/03/news/guyana/commonwealth-disciplinary-group-calls-on-gecom-to-complete-credible-vote-count/>; Stabroek News (2020), 'Commonwealth ministers call on GECOM to ensure right of people to duly elected gov't', available at: <https://www.stabroeknews.com/2020/04/02/news/guyana/commonwealth-ministers-call-on-gecom-to-ensure-right-of-people-to-duly-elected-govt/>.

6 CARICOM (2020), 'Communique issued at conclusion of 31st CARICOM Intersessional Meeting', available at: <https://caricom.org/communique-issued-at-conclusion-of-31st-caricom-intersessional-meeting/>.

7 The Commonwealth (2020), 'Secretary-General will attend CARICOM summit to spur speedy climate action', available at: <https://thecommonwealth.org/media/news/secretary-general-will-attend-caricom-summit-barbados-spur-speedy-climate-action>.

Commonwealth Observation Group

A Commonwealth Observation Group (COG) led by the former Prime Minister of Barbados, Owen Arthur, travelled to Guyana in February 2020 to observe general and regional elections. The group consisted of 11 cross-regional representatives. Observer group members were deployed around the country to observe final election preparations, polling day activities and the post-election day environment. The group issued an interim statement on 4 March, followed by a report to the Commonwealth Secretary-General.

In December 2019, Barbados' Chief Electoral Officer took part in a COG mission to observe elections in Dominica. The Chief Electoral Officer was also a part of the 17-person COG which was present for Zambia's August 2016 elections. The Chief Electoral Officer was very positive about the process, commending the approach of renting a conference room to provide a space for the group to meet with interest groups. She was also positive about the approach of deploying members of the group into rural areas of Zambia to meet with stakeholders. The Chief Electoral Officer praised the Secretariat team for the groundwork it had done prior to the group arriving and the high level of staff that were represented on the COG.

It was also suggested that the Secretariat could widen its scope for who participated in observation missions. At the time of writing, mainly senior staff took part, but it would be useful to have the more day-to-day practitioners involved as well.

Commonwealth Electoral Network

Over the evaluation period, Barbados took part in the Commonwealth Electoral Network (CEN), which aims to promote good practices in the field of elections management, to facilitate experience sharing and to foster a sense of community among Commonwealth Election Management Bodies. The Barbadian Chief Electoral Officer reported having 'learned a lot' from the network and noted that, based on learnings from other Caribbean countries at CEN, she had been able to work with the Barbados Electoral and Boundaries Commission (BEBC) to increase focus on issues such as campaign financing and registration of political parties.

However, she also noted that the network countries were at different stages of developing their

electoral management processes and, as a result, she did not always come away with learnings that were applicable to Barbados.

The Secretariat held a Commonwealth Election Professionals Caribbean training event in March 2018, which BEBC participated in. The workshop explored ways in which electoral democracy could be strengthened throughout the Commonwealth Caribbean region. The Barbadian Chief Electoral Officer reported that the event, and the opportunity it provided for networking, was useful, and expressed a desire for more BEBC staff to take part in similar trainings.

Commonwealth Ministerial Committee

The Foreign Minister of Barbados, Senator Maxine McClean, chaired the Commonwealth Ministerial Committee on the Belize–Guatemala border dispute in May 2016.

Commonwealth Election Professionals initiative

In February 2020, electoral officials from across the Caribbean attended a Commonwealth-supported masterclass on holding efficient, credible and inclusive elections, which took place in Barbados. Twenty-one (21) representatives from nine Election Management Bodies in the Caribbean and the Americas took part in the five-day Commonwealth Election Professionals (CEP) Initiative training event, 'Principles for Increasing the Efficiency, Credibility and Inclusiveness of Electoral Administration'. The workshop was co-hosted by BEBC, which was a follow-up to a regional training event held in Antigua and Barbuda in 2018.

Barbadian Senator Lucille Moe, Minister of Information, Broadcasting and Public Affairs, opened the workshop on behalf of the Prime Minister of Barbados. She stressed the importance and role of election officials in upholding democracy. The chair of BEBC thanked the Commonwealth for running the training, which he said was timely in the run-up to Barbados' national elections in 2023.

In addition to Barbados, participating countries included Antigua and Barbuda, Belize, Dominica, Grenada, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago. The masterclass covered topics such as

electoral reform, principles for enhancing the credibility, transparency and inclusiveness of electoral processes and principles, and effective boundary delimitation.

Respect and understanding

Intermediate Outcome: *Values of 'respect and understanding' advanced.*

Countering Violent Extremism

The Secretariat's countering violent extremism (CVE) strategy recognises that each member country experiences violent extremism in different forms. While Barbados is not considered to be threatened by violent extremism, the Secretariat engaged with the country to raise awareness and the level of expertise on CVE.

Judges, prosecutors and investigators from Commonwealth countries in the Caribbean region met in Barbados, in March 2019, for the Commonwealth Caribbean Electronic Evidence Training Programme for Justice. The training programme focused on best practice options in providing electronic evidence. Participants took part in practical simulated case scenarios to deepen their understanding of the nature and dynamics of electronic evidence.

In January 2019, 16 participants from Barbados attended the Caribbean Regional Youth Summit on Youth Violence Prevention in Guyana. They represented a number of organisations such as CariSECURE, the Department of Youth, Barbados, the Caribbean Development Bank (CDB), the Caribbean Policy Development Centre and the National Council on Substance Abuse. The summit was co-hosted by the Secretariat, along with the US Agency for International Development (USAID), the UN Children's Fund (UNICEF), CDB, the Inter-American Development Bank (IDB), the CARICOM Secretariat and the Government of Guyana.

A Barbadian stakeholder attended a Caribbean Senior Officials Workshop on CVE in Prisons, held in Trinidad and Tobago in July 2018. The workshop outlined approaches to preventing and countering violent extremism in prisons and facilitated discussion on how this applies to prison management in the Caribbean region. Feedback from the workshop was positive, with attendees reporting that the training had provided them with

new information that would help them to counter potential violent extremism in their countries' respective prison services.

In May 2018, the Secretariat, along with CDB and the Cooperative Republic of Guyana, funded a Caribbean Financial Action Task Force (CFATF) CVE Workshop for Judges and Prosecutors in Guyana. The workshop was attended by a Barbadian stakeholder. CFATF is an organisation of states and territories in the Caribbean Basin working together to implement measures against money laundering.

In October 2018, the Commonwealth, in partnership with the Global Centre on Cooperative Security, organised a workshop in Barbados for 35 senior officials from the prisons services of Barbados and Trinidad and Tobago.

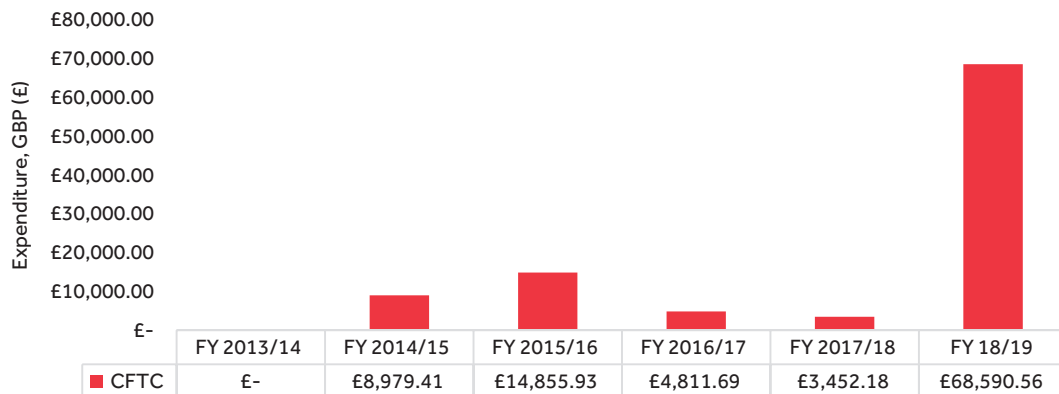
In July 2019, The Commonwealth Secretariat worked alongside CARICOM Implementing Agency for Crime and Security (IMPACS) to deliver a three-day workshop on Preventing the Exploitation of Information and Communications Technologies for Terrorist and Violent Extremism Purposes in CARICOM. The workshop was attended by Barbadian stakeholders.

3.2 Public Institutions

The 'Public Institutions' pillar works towards the Secretariat Strategic Outcome, *More effective, efficient and equitable public governance.*

Under this Strategic Outcome there are five Intermediate Outcomes.

- **Human rights:** Effective institutions and mechanisms for the promotion and protection of human rights.
- **Universal Periodic Review (UPR) process:** Improved and constructive engagement of member states in the UN's UPR process through technical assistance.
- **Strengthening the judiciary:** Effective mechanisms ensuring the autonomous and harmonious operation of the three branches of government and strengthen the independence of the judiciary.
- **Rule of law:** National institutions effectively facilitating the administration and delivery of the rule of law and justice.
- **Improved public administration.**

Figure 6. Expenditure – Public Institutions

The Secretariat's main support under the 'Public Institutions' pillar included piloting a *Law and Climate Change Toolkit*, supporting Barbados, to develop cybercrime legislation, a national cyber security strategy and cyber security policies, and providing technical support on the Universal Periodic Review (UPR) process through the Commonwealth Small States Office in Geneva.

Public Institutions was the largest programme area in Barbados. Total expenditure under the Public Institutions pillar was £100,690 between 2013/14 and 2018/19. A breakdown by year is provided in Figure 6.

Note that these figures do not cover regional and/or pan-Commonwealth programmes from which Barbados may have benefited. It also does not cover contributions from Caribbean based Commonwealth Fund for Technical Co-operation (CFTC) experts.

Human rights and UPR process

Intermediate Outcome: *Effective institutions and mechanisms for the promotion and protection of human rights; Improved and constructive engagement of member states in the UN's UPR process through technical assistance.*

Universal Periodic Review

Human rights issues in Barbados are overseen by the Office of the Ombudsman. The Secretariat's support on human rights in Barbados focused on legislative drafting and providing technical advice on implementing Universal Periodic Review (UPR) recommendations and reporting, including through the Commonwealth Small States Office in Geneva. This work has also included supporting capacity

building for Barbadian diplomats on issues such as legislative drafting and the rule of law.

Two senior officials from Barbados participated in a workshop entitled Caribbean Regional Best Practice Knowledge Platform on UPR and Treaty Bodies, in Grenada in June 2018. The goal was to generate greater understanding on best practice in engaging with the UPR mechanism and treaty bodies, including on the establishment of national mechanisms for reporting and follow-up, and clearing the reporting backlogs into treaty bodies.

National Human Rights Institution

In 2008 and 2013, the Government of Barbados accepted UPR recommendations to establish a National Human Rights Institution (NHRI) in compliance with the Paris Principles. The Secretariat provided technical assistance to the Ministry of Foreign Affairs and Trade of Barbados to develop a guidance note for Barbados on establishing a NHRI and on bringing the Ombudsman Act of Barbados into compliance with the Paris Principles. The guidance note complemented Appendix III of the Barbados Ombudsman Act, which seeks to expand the mandate of the Office of the Ombudsman to include the promotion and protection of human rights. However, at the time of writing, Barbados had not yet established an NHRI.

Human rights leadership

The Secretariat organised a Human Rights Leadership Seminar for Permanent Secretaries in Barbados in November 2014. The goals were to increase the understanding of 21 senior civil servants of international human rights norms

and mechanisms. The workshop was attended by many high-level participants, including the solicitor general, the ombudsman, the commissioner of police and permanent secretaries from various ministries, including the Ministry of the Civil Service, the Ministry of Finance, the Ministry of Foreign Affairs, the Ministry of Education, Science, Technology & Innovation, the Prime Minister's Office and the Attorney General's Office.

Feedback was positive, with the permanent secretaries requesting follow-up support from the Secretariat, such as helping to set up human rights reporting mechanisms and to hold a similar workshop for government ministers and parliamentary secretaries. This evaluation was not able to uncover whether these requests were followed up.

Rights of LGBTI

In October 2019, Barbados hosted a Secretariat-organised Joint Consultation on the inclusion in the economic, social and cultural sphere of lesbian, gay, bisexual, transgender and intersex (LGBTI) persons, and the eradication of violence and discrimination based on sexual orientation and gender identity in the Caribbean. The Joint Consultation was co-organised with the UN Development Programme (UNDP), the Rapporteur on the Rights of LGBTI Persons of the Inter-American Commission on Human Rights (IACHR), and the UN Independent Expert on protection against violence and discrimination based on sexual orientation and gender identity (UN IE SOGI).

The Joint Consultation gathered government representatives, ombudspersons, numerous civil society organisations and other stakeholders from 15 Caribbean countries to discuss barriers and best practices to enable access to education, housing, health, employment and access to justice for LGBTI persons in the Caribbean.

Rule of law

Intermediate Outcome: *Effective mechanisms ensuring the autonomous and harmonious operation of the three branches of government and strengthen the independence of the judiciary.*

Strengthening the judiciary

In June 2020, the Barbadian Attorney General and minister of legal affairs took part in the annual

conference of the Commonwealth Caribbean Association of Integrity Commissions and Anti-Corruption Bodies (CCAICACB). Due to COVID-19, the conference was held online. The Attorney General shared the challenges faced by Barbados in combatting the dual threats of corruption and the COVID-19 pandemic.

Intermediate Outcome: *National institutions effectively facilitating the administration and delivery of the rule of law and justice.*

Law and Climate Change Toolkit

The Secretariat piloted a *Law and Climate Change Toolkit* in Barbados in July 2018 to support lawmakers to assess national laws and reforms to implement the Paris Agreement. This consisted of a two-day workshop with participants from a range of Barbadian government departments and agencies with backgrounds in law, energy and climate change.

The pilot, developed by the Commonwealth in collaboration with the UN Environment Programme (UNEP) and the UN Framework Convention on Climate Change (UNFCCC), contains an online database of laws in two areas: climate change laws and energy laws. Using the toolkit, participants identified possible areas for reform in the energy sector and overarching climate law. Using the toolkit, participants identified areas for legislative reforms in Barbados.

Representatives from the Caribbean Community Climate Change Centre (CCCCC) and a focal point for climate financing at the Ministry of Finance, Economic Affairs, and Investment shared that the toolkit had been very useful, but that they had not seen a final version.

In connection with the workshop, the Secretariat held discussions with the Barbados government, which expressed a keen interest in continuing its role as a pilot for the toolkit over the next stages of its development. An official request was put through to the Secretariat from the Barbados government for support with climate change legislative drafting. However, no further activities took place, possibly due to staff turnover within the Secretariat.

Cybercrime

Over the evaluation period, the Secretariat supported Barbados in developing cybercrime

legislation, a national cyber security strategy and cyber security policies.

In 2015, the Commonwealth formed the Commonwealth Virtual Currencies Working Group together with the International Monetary Fund (IMF), the World Bank and the UN Office on Drugs and Crime (UNODC), with the US Federal Bureau of Investigation (FBI) as observers. The working group combats cybercrime and explores the opportunities and challenges of virtual currencies. Barbados was represented on this group.

In June 2016, the Secretariat delivered a National Cybercrime and Cyber Security Awareness workshop in Barbados, as a part of the Commonwealth Cybercrime Initiative.⁸ This followed a request from the Barbados Division of Energy and Telecommunications (which sits within the Ministry of Trade) for support. The Secretariat subsequently worked with the Energy Unit to design the programme, which sought to:

1. increase the level of awareness of the disruptive effects of cyber-attacks on critical national infrastructure and the need to employ robust measures to address the identifiable gaps in cyber hygiene practices;
2. encourage the development and formation of a national co-ordination committee, comprising all national stakeholders including the law enforcement community, service providers, academia, telecom operators and policy implementers; and
3. identify clear other next steps to support the Division of Energy and Telecommunications.

Expected outputs were:

1. an appreciation of the gaps and vulnerabilities within the legal and technical areas of cybercrime / cyber security within the Government of Barbados;
2. creation of a National Cybercrime / Cyber Security Committee to foster collaboration and co-ordination among key stakeholders;

3. heightened awareness of the consequences of cyber-attacks on critical systems; and
4. an agreed way forward to implement the high priority recommendations identified in the request from the Division of Energy and Telecommunications, dated 1 March 2016.

As a result of the programme, there were indications that some ministries were allocating more funds to counter cybercrime. Since the mission, Barbados has made a formal request to the Secretariat for assistance with amending current legislation to fully cover cybercrime, which the Secretariat is considering. It has also requested assistance with the development of a national cybersecurity strategy.

The Secretariat held a workshop on strengthening election cybersecurity in Trinidad in January 2020, which an information technology (IT) officer from the Electoral and Boundaries Commission of Barbados attended. Participants considered the use of IT at all stages of the electoral lifecycle – for example, in registration, voting, authentication, results transmission and general IT policies covering user access. Participants were positive about the workshop, noting that it had enabled them to share experiences and solutions, and that it had given them ideas on how to improve their national cybersecurity systems.

The Secretariat's current priorities for its cybercrime work in Barbados are to:

- establish a free, open, inclusive and secure cyberspace that supports economic and social development and rights online;
- build an effective national cybersecurity response recognising the need for individual and collective action to tackle cybercrime and protect critical national infrastructure;
- promote stability in cyberspace through international co-operation in tackling cybercrime; and
- create a cyberspace that is undergirded by appropriate policy and legislative reform.

Legislative drafting

The Secretariat has been providing legislative drafting capacity building support to CARICOM member states, including Barbados, since 1987. The goal has been to increase the number of

⁸ The Commonwealth Cybercrime Initiative (CCI) unites 35 international organisations, including Interpol, the Organization of American States (OAS), the Council of Europe (CoE), the Commonwealth Telecommunications Organisation (CTO) and the International Telecommunication Union (ITU), contributing to multidisciplinary programmes in Commonwealth countries. These organisations form the CCI Consortium.

legislative drafters and to equip legislative drafters with skills to draft national legislative programmes and to reflect international obligations in national legislation.

During the evaluation period, a legislative drafter from Barbados was trained through the Secretariat's six-month-long legislative drafting programme, delivered through the University of the West Indies. The Commonwealth Fund for Technical Co-operation (CFTC) also organised and facilitated legislative drafting seminars in 2011, 2013 and 2014 for legislative drafting experts, including those from Barbados. The 2011 seminar was hosted by Barbados, and of the 24 participants from across the CARICOM, 6 were from Barbados.

Public administration

In June 2016, the Secretariat organised a Commonwealth International Tax Roundtable in London, in which the Barbadian minister of industry, international business, commerce and small business development, took part. The two-day roundtable was open to countries that host international financial centres (IFCs).⁹ At the roundtable, the Commonwealth Secretary-General congratulated Barbados for its leadership in promoting tax transparency, given its position as vice chair of the Steering Group on the Global Forum on Transparency and Exchange of Information for Tax Matters.

A representative from the Barbados High Commission in London participated in Tackling Corruption Together, a major anti-corruption summit hosted by the Secretariat in May 2016, which resulted in a joint communique. Tackling Corruption Together was hosted by the Commonwealth Secretariat in partnership with Transparency International, Thomson Reuters, Omidyar Network, the Commonwealth Enterprise and Investment Council, the B Team and ONE.

A Regional Internal Audit and Public Procurement Roundtable Meeting was held in Barbados in June 2016. The focus was on strengthening institutional oversight of public financial management systems and processes, and assessing challenges facing Commonwealth Caribbean countries in internal audit and public procurement oversight.

⁹ IFCs offer overseas client services such as international banking, investment management and insurance.

Participants from Barbados included the accountant general and the chief supply officer.

Participants provided positive feedback on facilitators' performance. All participants indicated that, going forward, they would use the information acquired at least monthly, weekly or daily. Participants also reported that the effectiveness of the programme in meeting their learning objectives was positive. Participants also commented that the programme's success depended on follow-up action by the Secretariat.

In 2018, the Barbados Central Purchasing Department became the Government Procurement Department, and its mandate changed from simply purchasing supplies on behalf of other ministries and departments to negotiation of contracts with suppliers and selecting those suppliers that best met the need of the public service. A Barbadian stakeholder who had attended the 2016 roundtable meeting said that the roundtable had broadened their knowledge regarding risks in public procurement, which had been useful during this period of transition for the department.

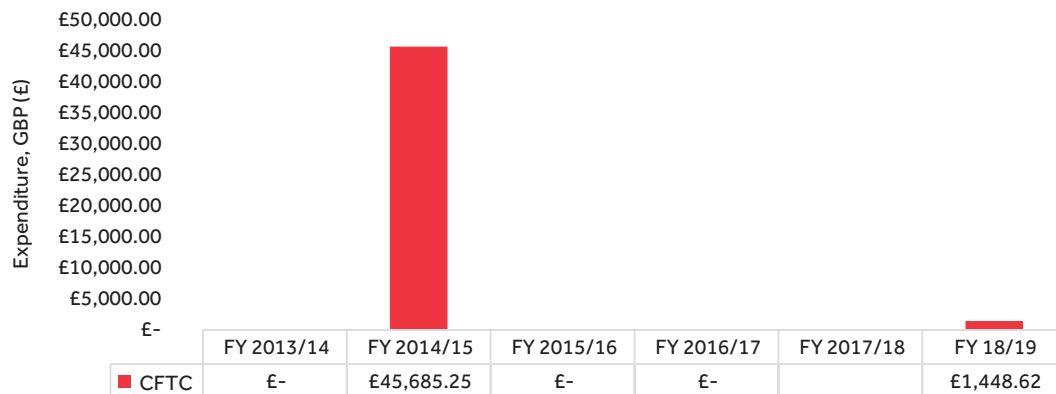
Anti-corruption

The purpose of the Commonwealth Network of Contact Persons is to facilitate international co-operation in criminal cases between Commonwealth member states. A stakeholder from Barbados participated in a meeting of the network in February 2018, which focused on co-operation in anti-corruption matters.

Barbados is making use of the Secretariat's Legal Exchange – a portal of examples of statutes and Commonwealth model laws that have been digitised, categorised and cross-referenced. The portal supports governments looking to revise existing laws or draft new legislation. The site also provides an online community of practice for government lawyers from across the Commonwealth, enabling countries to share information on current law reform initiatives.

3.3 Social Development

The 'Social Development' pillar works towards the Secretariat Strategic Outcome, *Enhanced positive impact of social development*.

Figure 7. Expenditure – Social Development

Under this Strategic Outcome there are four Intermediate Outcomes.

- **Health:** Strengthened national frameworks and policies improve health outcomes.
- **Education:** Strengthened national policies and frameworks improve education outcomes.
- **Gender equality:** Gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects.
- **Social development:** Improved capacity building for social development.

The Secretariat's work within Social Development focused on Barbadian participation in the Conference of Commonwealth Education Ministers, upskilling vocational qualification assessors and a regional stakeholder consultation in Barbados on women's political empowerment.

Total expenditure under the Social Development pillar was £47,134 between 2013/14 and 2018/19. A breakdown by year is provided in Figure 7.

The figures do not cover regional and/or pan-Commonwealth programmes from which Barbados may have benefited. It also does not cover contributions from Caribbean-based Commonwealth Fund for Technical Co-operation (CFTC) experts.

Health

Intermediate Outcome: *Strengthened national frameworks and policies improve health outcomes.*

Healthy Caribbean Coalition

In 2017, the Secretariat funded the Healthy Caribbean Coalition to develop the 'Getting National NCD Commissions Up and Running' resource, which provided practical guidance for the establishment and strengthening of National NCD [non-communicable disease] Commissions (or their equivalents), based on the experiences of past and existing commissions in the region. One of the two primary authors of the resource was the senior health promotion officer in the Ministry of Health, Barbados.

Commonwealth Advisory Committee for Health (CACH)

Barbados was a member of CACH from June 2015 to March 2019. The permanent secretary of the Ministry of Health represented Barbados.

Commonwealth Health Ministers Meeting

Barbados participated in all yearly Commonwealth Health Ministers Meetings (CHMMs) from 2014 to 2020. In 2015, the Barbados minister of health gave a presentation at CHMM on Barbados's experience in adopting and implementing its Universal Health Coverage Policy. In 2016, the minister of health gave a presentation on behalf of the Caribbean region on regional perspectives on health security and systems strengthening focusing on the Zika virus and the Caribbean.

In 2017, the chief medical officer for the Barbados Ministry of Health and Wellness was the rapporteur for a roundtable discussion at CHMM alongside Jamaica's minister for health. This roundtable

discussion focused on key actions for preventing violence in the Caribbean.

The George Alleyne Chronic Disease Research Centre based in Barbados researched and authored the report, *Confronting the epidemic of non-communicable diseases in the Commonwealth*, for the 2018 CHMM.

The 32nd Commonwealth Health Ministers Meeting was convened using video conferencing technology in May 2020 ahead of the 73rd World Health Assembly. Eighty-one (81) delegates from 30 countries, including ministers of health, senior officials and experts, participated in the meeting. The virtual meeting of ministers took place in the midst of the global health emergency caused by the COVID-19 pandemic. The theme was 'Delivering a co-ordinated Commonwealth COVID-19 response'. Participants from Barbados included the minister of health and wellness, the healthcare finance commissioner and the Permanent Mission of Barbados to the United Nations.

Education

Intermediate Outcome: *Strengthened national policies and frameworks improve education outcomes.*

School leadership capability framework

In 2018, the Secretariat and the Commonwealth Council for Educational Administration and Management (CCEAM) signed an agreement to improve the leadership and management skills of educators and school leaders in member countries. A representative from Barbados was a part of the core working group to develop a school leadership capability framework. The Secretariat funded a series of workshops to develop the framework, which was presented at the 18th Conference of Commonwealth Education Ministers in Mauritius in 2012. According to interviewees, the work was not taken forward due to the Secretariat's internal restructuring, a lack of resources, staff rotations and redundancies.

Caribbean Vocational Qualification Assessor online course

Learners from Barbados completed a Caribbean Vocational Qualification Assessor (CVQ) online course, supported by the Commonwealth of

Learning (COL) in February 2018. In total, 26 learners from Barbados, Trinidad and Tobago, and Grenada completed the course. The course aimed to prepare learners to become certified assessors in a range of vocational training areas. The training was a part of a larger support programme provided by COL in Caribbean Commonwealth member states.

Conference of Commonwealth Education Ministers

The 18th Conference of Commonwealth Education Ministers (18CCEM) established the Commonwealth Ministerial Working Group (CMWG) in August 2012 to reflect the Commonwealth's recommendations on education in UN high-level discussions.

High-level representatives from Barbados took part in the 19th Conference of Commonwealth Education Ministers (19CCEM) in The Bahamas in 2015. Barbadian participants included the minister of education, science, technology and innovation of Barbados, the acting permanent secretary, Ministry of Education, Science, Technology and Innovation, the acting chief education officer, Ministry of Education, Science and Technology, and the senior education officer, Ministry of Education, Science, Technology and Innovation.

As a part of the 19CCEM, a Small States Forum was held, which was chaired by Barbados' minister of education, science, technology, and innovation, who also presented a forum report. He highlighted the specific challenges faced by small states as a result of their size and single-source economies. Member countries discussed practical restrictions imposed by small size and dispersed populations. There was consensus on the significance and significant costs of technical post-primary education and higher education.

Gender equality

Intermediate Outcome: *Gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects.*

A Secretariat-organised regional stakeholder consultation on women's political empowerment took place in Barbados in July 2017. The focus was the report, *Women and Political Parties in Five Small States of the Commonwealth Caribbean*. At

the workshop, Caribbean parliamentarians and gender equality advocates reviewed and validated an early draft of the report and provided input on the report's recommendations. Speakers included the president of the Senate, Barbados House of Assembly, and the former Prime Minister of Saint Kitts and Nevis.

In November 2018, the Secretariat presented the final report findings at a two-day meeting in Barbados. The focus was to enhance women's political participation and leadership in the English-speaking Caribbean. The meeting, Transformational Leadership for Gender Equality in the Caribbean: Regional Strategies and Partnerships, was jointly organised by the Barbados Parliament, ParlAmericas, UN Women – Multi-Country Office, Caribbean and the Caribbean Institute for Women in Leadership. Prime Minister Mia Mottley of Barbados delivered the key address.

Capacity building for social development

Intermediate Outcome: *Improved capacity building for social development.*

This evaluation did not identify any activities in the Social Development area in Barbados during the evaluation period.

3.4 Youth

The 'Youth' pillar works towards the Secretariat Strategic Outcome: *Youth are more integrated and valued in political and development processes.*

Under this Strategic Outcome there are two Intermediate Outcomes:

- **Empowerment of young people:** National and pan-Commonwealth frameworks advance

social, political and economic empowerment of young people.

- **Youth-led initiatives:** Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives.

Within the Youth pillar, the Secretariat's biggest piece of work was providing support to develop a Youth Development Index, complemented by various smaller programmes on issues such as involvement in Commonwealth Youth Ministers Meetings and the Commonwealth Plan of Action for Youth Empowerment (PAYE).

Total expenditure under the Youth pillar was £28,862 between 2013/14 and 2018/19. A breakdown by year is provided in Figure 8.

Note that these figures do not cover regional and/or pan-Commonwealth programmes from which Barbados may have benefited. It also does not cover contributions from Caribbean-based Commonwealth Fund for Technical Co-operation (CFTC) experts.

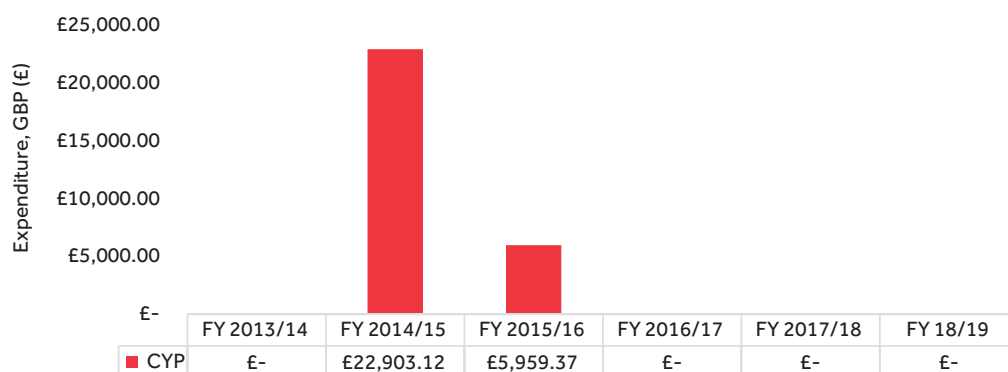
Empowerment of young people

Intermediate Outcome: *National and pan-Commonwealth frameworks advance social, political, and economic empowerment of young people.*

Youth Development Index

The Secretariat started working with the Ministry of Creative Economy, Culture and Sports in 2015 to develop a Youth Development Index (YDI) for Barbados. The YDI was the first comprehensive attempt to aggregate youth data for Commonwealth countries. It is a composite

Figure 8. Expenditure – Youth



index based on 15 indicators under five key domains of education, health and wellbeing, employment, civic participation, and political participation. Barbados was well-placed to participate in the YDI, as its Division of Youth Affairs had been rolling out a National Youth Survey since 1995 to enable young people to discuss youth issues and to make recommendations on how best to address them. The director of youth at the Ministry of Culture, Sport and Youth represented Barbados on the YDI Technical Advisory Committee.

At the time of writing, the YDI had not been implemented, due to a lack of financial resources for the labour-intensive process of collecting and disaggregating data. A Barbadian stakeholder involved in the YDI work who was interviewed for this evaluation noted that the YDI was a key government priority and that the Prime Minister was very focused on youth issues. They expressed disappointment that the Secretariat had not offered more funding assistance to finalise the YDI.

The Secretariat developed a case study on the development of the YDI in Barbados, which highlighted key successes and challenges. Successes included that the Secretariat had been able to bring together all agencies involved in gathering data on youth-related issues; that youth-related data sources had been identified; and that a data review had been undertaken, which looked at core data that could be aggregated to inform the index.

Key challenges included:

- primary data sources had inadequate information for disaggregation for youth;
- there was a lack of human resource capacity for data disaggregation;
- outdated data sources;
- the lack of a systematic reporting culture; and
- a lack of linkages between national strategies and data collection.

To address these challenges, it was proposed that data gaps would be identified and filled, that training needs would be mapped and delivered, that staff involved would receive training on appropriate software, and that data collecting agencies would be established. A national youth survey was proposed to collect data. However, as mentioned, the YDI had not progressed at the time of this evaluation.

Portraits of the Caribbean

In October 2017, two youth representatives from Barbados participated in Portraits of the Caribbean, a four-day workshop organised by the Secretariat and the Commonwealth Youth Peace Ambassadors Network (CYPAN), which took place in The Bahamas. The workshop focused on countering extremism through creativity, bringing together 22 youth activists from 10 Caribbean countries. Youth activists discussed civil society's ability to hold governments accountable to democracy, the rule of law, human rights and respect for diversity.

Commonwealth Youth Council

A young Barbadian is serving on the Commonwealth Youth Council (CYC) for the period 2018 to 2020. Led by a nine-member executive, the CYC acts as a coalition of national youth councils and other youth-led civil society and private sector bodies from across the 53 member countries of the Commonwealth. It aims to further advance the youth development agenda by integrating young people into the development work of the Commonwealth at the national, regional and pan-Commonwealth levels. It also provides a sustainable platform for engagement with decision-makers and youth-led development initiatives.

Policies on youth development

The Commonwealth Youth Programme (CYP) worked with the Caribbean Development Bank (CDB) to develop the CDB's first Youth Policy and Operational Strategy (YPOS), which would guide its youth-related investments.

During the evaluation period, the Secretariat also provided support for an evaluation into the implementation of Barbados' Youth Policy 2011–16.

The Secretariat, the UN Department of Economic and Social Affairs (UNDESA) and UN Development Programme co-organised a regional training workshop in June 2015 on Evidence-based Policies on Youth Development in the Caribbean, which took place in Barbados. The meeting brought together representatives of youth organisations, representatives of member states, academia and UN organisations to strengthen their capacity to formulate, monitor and evaluate policies on youth using international youth indicators. A total of 48 senior youth ministry officials and youth leaders attended the workshop.

Commonwealth Youth Ministers Meeting

Barbados was an active participant in the Commonwealth Youth Ministers Meeting (CYMM), which is held every four years and is the key forum for the Commonwealth youth development agenda. In 2015, Barbados took part in the Caribbean Region Commonwealth Youth Ministers Meeting, held in Antigua and Barbuda.

The CYMM enables youth ministers to debate emerging youth development issues, take stock of current Secretariat and member government programmes, share best practice, identify collaborative opportunities, identify and agree pragmatic actions to strengthen youth development, and agree actions. The meeting brings together youth ministers, senior government officials, youth representatives, youth workers and other youth sector stakeholders from across the Commonwealth.

In November 2018, the Barbadian minister of youth and community and the director of youth in the Barbados Ministry of Youth and Community Empowerment attended the second meeting of the Commonwealth Youth Ministerial Taskforce in Malta. At the meeting, ministers and senior officials endorsed a suite of initiatives to help member countries overcome issues that impact on young people's lives such as unemployment, inequality, and a lack of participation in national development.

Youth work professionalisation

The now-closed Commonwealth Youth Programme (CYP) Caribbean Centre worked with the University of the West Indies (UWI) to develop and provide modules for a BSc in Youth Development Work at UWI. It was the first degree programme of its kind in the Commonwealth Caribbean. The programme was designed by the UWI's Undergraduate Programmes Department and the Social Welfare Training Centre (SWTC) of the UWI Open Campus.

UWI has now taken full ownership of the BSc programme. A stakeholder interviewed for this evaluation described the work the Secretariat had done with UWI as 'instrumental', and lamented that there were no other similar partnerships.

The programme was designed to fill a need in Commonwealth Caribbean countries for standardised professional training for youth workers in government service, non-governmental

organisations and community groups. The courses were designed to support student acquisition of a set of regionally agreed Level IV competencies for youth work.

While graduates of the programme have not been tracked systematically, there are examples of success stories to have come out of the programme. One such story is a graduate who went on to become director of youth in the Ministry of Youth and Community Empowerment of Barbados.

Post graduate certification and training for director of youth

In 2019, the Barbadian director of youth received a postgraduate certification and training in Strategic Leadership and Management in Youth Development. The postgraduate course was designed to provide new tools, knowledge and skills in implementing youth development policy at the national level and was held exclusively for senior government leaders in the youth sector across the Commonwealth. The Secretariat provided bursaries for all participants.

Commonwealth Youth Awards for Excellence in Development

In 2013, a young Barbadian was one of the winners of the Commonwealth Youth Awards for Excellence in Development for his work as the chair and president of the Barbados Vagrants and Homeless Society (BVHS). The Commonwealth Youth Awards are presented annually to Commonwealth citizens aged 15–29, to showcase the work of young people who are leading initiatives ranging from poverty alleviation to peace building.

The winner, who was interviewed for this evaluation, went on to co-found the Commonwealth Alliance for Young Entrepreneurs – Caribbean & Canada. The same year, the Secretariat sponsored him to attend the 23rd Commonwealth Heads of Government Meeting (CHOGM) in Sri Lanka. He shared that the networking opportunities provided through winning the award and attending CHOGM had been 'tremendously impactful'.

Several other young Barbadians have also won the Commonwealth Youth Awards.

Sport for Development and Peace

The Secretariat supported Barbados, Rwanda and Sri Lanka to develop national strategies and

action plans for using sport as a development tool, based on the *Commonwealth Guide to Advancing Development through Sport*. The guide sets out ways to contribute to the education, employment, health, gender equity and safety of children and young people through sport. The Barbados national contact point for the Commonwealth Youth Sport for Development and Peace Network was active during the evaluation period.

The Barbadian minister for sports attended the 7th Commonwealth Sports Ministers Meeting (7CSMM) in Glasgow in July 2014. At the following 8th Commonwealth Sports Ministers Meeting in Rio de Janeiro in August 2016, the director of the Barbados Sports Council attended.

In April 2020, the Commonwealth's annual debate on Sport and Sustainable Development to mark the International Day of Sport for Development and Peace was due to be held at the University of West Indies Cave Hill Campus in Barbados as part of a Caribbean Regional Forum on Sport and the Sustainable Development Goals. However, due to the outbreak of Covid-19, it was postponed.

Youth-led initiatives

Intermediate Outcome: *Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives.*

Youth entrepreneurship

Barbados was active in the Commonwealth Alliance of Young Entrepreneurs (CAYE), which strengthened and supported the ambitions of young entrepreneurs in Commonwealth regions. A youth entrepreneur from Barbados chaired the Commonwealth Alliance of Young Entrepreneurs – Caribbean & Canada (CAYE C&C), which was established in December 2014 by youth entrepreneurship organisations from 13 Commonwealth countries in the Caribbean and Canada.

CAYE C&C focused on building support for youth entrepreneurship, promoting knowledge sharing and facilitating regional trade for young entrepreneurs. Four Barbadian organisations took part – the Barbados Entrepreneurship Foundation, the Barbados Youth Business Trust, the Youth Entrepreneurship Scheme, and Youth for Epic Change. CAYE C&C is no longer active. A stakeholder interviewed for this evaluation noted that a contributing factor may have been the

composition of CAYE C&C. Instead of individual entrepreneurs, the alliance ended up being composed of entrepreneurship organisations. Turnover within those organisations meant that individuals trained by the Secretariat left, meaning that there was no one to carry forward the work.

3.5 Economic Development

The Economic Development pillar works towards the Strategic Outcome: *More inclusive economic growth and sustainable development*.

Under this Strategic Outcome there are four Intermediate Outcomes:

- **Global trade:** Effective policy mechanisms for integration and participation in the global trading system.
- **Global frameworks:** Commonwealth principles and values advanced in global development and financing decisions (e.g. G20 and post-2015 Millennium Development Goal [MDG] framework).
- **Debt management:** National frameworks facilitate effective debt management.
- **Oceans and natural resources:** Effective, equitable, transparent and sustainable management of marine and other natural resources.

In terms of direct country expenditure, Economic Development was by far the largest programme area during the evaluation period. Key activities included supporting Barbados to host a meeting for Commonwealth Caribbean countries in preparation for the 10th WTO Ministerial Conference and leading the regulatory connectivity cluster for the Commonwealth Connectivity Agenda (CCA).

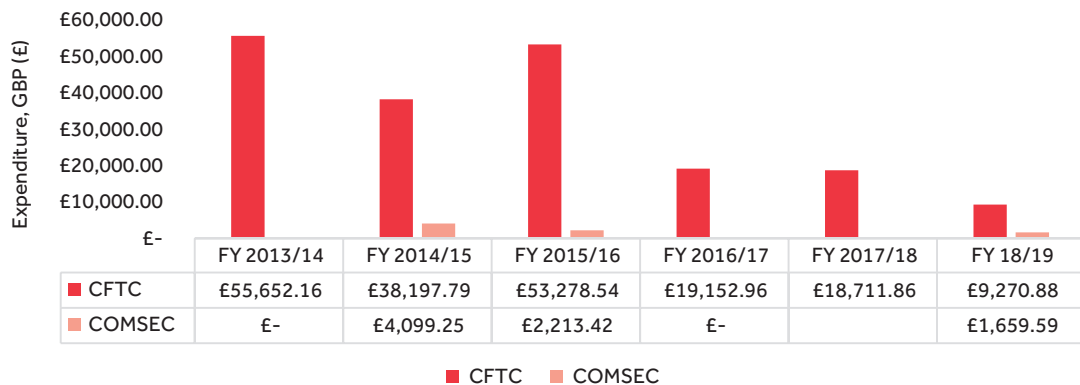
Total expenditure under the Economic Development pillar was £202,236 during the evaluation period. A breakdown by year is provided in Figure 9.

Global trade

Intermediate Outcome: *Effective policy mechanisms for integration and participation in the global trading system.*

Commonwealth Connectivity Agenda

Since 2019, Barbados has led the regulatory connectivity cluster for the Commonwealth Connectivity Agenda (CCA), a platform for

Figure 9. Expenditure – Economic Development

countries to exchange best practice and experiences within trade and investment, to undertake reforms to further trade and to reduce trade frictions.

The regulatory connectivity cluster works on good regulatory practices (GPRs) and on building Commonwealth member capacity to design and implement GRPs. Members also exchange knowledge and experiences on ease of doing business reforms and ways to address regulatory challenges for micro, small and medium enterprises.

The cluster is also facilitating trade and investment regulatory co-operation within the Commonwealth, such as on the inter-operability of systems and regulations to reduce barriers to intra-Commonwealth trade.

A Commonwealth Connectivity Agenda Cluster Week was held in London in August 2019, to explore effectiveness of the CCA cluster methodology in fostering consensus and exchange of good practice among Commonwealth member countries. It also explored the Secretariat's effectiveness in supporting work of the clusters and expectations for implementation of CCAs.

An internal monitoring report was produced, which noted that:

- the opt-in nature of the clusters, their diversity and the use of experts to inform conversations were deemed particularly effective;
- further engagement with the private sector should be prioritised;
- the Secretariat's team was praised for its logistic and technical support; and

- communications with some clusters should be enhanced.

As a part of this report, an interview was conducted with the CCA regulatory chair, Barbados' director of trade, who was positive about the Secretariat's work and noted that 'Out of 10 I give you 20', in relation to the Secretariat.

Hub and Spokes

Hub and Spokes was an aid-for-trade initiative that ended in August 2019, through which trade advisers were deployed to government ministries and economic organisations. Hub and Spokes was a joint initiative of the European Union, the Commonwealth Secretariat, the Africa, Caribbean and Pacific (ACP) Group Secretariat and the Organisation Internationale de la Francophonie (OIF).

In May 2017, a Hub and Spokes knowledge-sharing workshop was held in Bridgetown, Barbados. Forty (40) of the programme's main stakeholders, including 16 trade advisers took part in the workshop. The former Barbados Minister for Foreign Affairs and Trade, the Hon. Senator Maxine McLean, gave the opening remarks.

A Hub and Spokes programme regional trade adviser, based at the CARICOM Secretariat, provided technical assistance and advisory support to Barbados. The adviser worked on a number of regional trade policy issues, which would impact or benefit Barbados. This included support for the implementation of the European Union-Caribbean Forum (CARIFORUM) Economic Partnership Agreement (EPA), the CARICOM Single Market and Economy (CSME) and the World Trade Organization (WTO) Trade Facilitation Agreement.

The CARICOM-based regional trade adviser supported Barbados through technical advice for the CARICOM Office of Trade Negotiations located in Bridgetown and presented at a workshop on trade facilitation in Barbados in October 2016.

The Hub and Spokes national trade adviser based in Jamaica co-ordinated a mission of tertiary-level students from Barbados, who visited Jamaica in April. The project trained CARICOM country students on CSME regimes and supported practical engagement in the operations of the CSME. Nineteen (19) students from the UWI Cave Hill Campus in Barbados participated in the mission, as did the CARICOM youth ambassador from Barbados, a lecturer from UWI and the CSME Focal Point from Barbados.

The Secretariat undertook a mission to the Caribbean in October 2018 to advocate for a future Hub and Spokes programme, travelling to Barbados to meet with a number of regional and international stakeholders, such as the European Union delegation for Barbados, CARICOM and the Organisation of Eastern Caribbean States (OECS) and the Caribbean Development Bank.

Supporting entrepreneurship

The Secretariat, together with the Caribbean Export Development Agency and the Caribbean Association of Investment Promotion Agencies (CAIPA), held a two-day workshop in Barbados in April 2019 on how the region's business climate could be improved to help entrepreneurs and encourage investment. Workshop participants included senior officials and heads of government agencies from Barbados and a number of Caribbean countries.

In October 2015, Barbados hosted a preparatory workshop for Commonwealth Caribbean countries prior to the 10th WTO Ministerial Conference, which was held Nairobi, Kenya, later that year, culminating in the adoption of the 'Nairobi Package' on agriculture, cotton and issues related to least developed countries (LDCs). The Barbados preparatory workshop brought together 41 representatives from Commonwealth Caribbean countries, Haiti and Suriname, and technical experts to prepare for and co-ordinate in advance of the WTO negotiations. The Barbadian chief economist, Ministry of Foreign Affairs and Foreign Trade, represented Barbados.

Macroeconomic modelling work

At the outset of the evaluation period, the Secretariat supported macroeconomic modelling work in Barbados. A macroeconomic model was developed, but according to representatives from the Barbados Ministry of Finance, Economic Affairs, and Investment, the model was no longer in use.

Global frameworks

Intermediate Outcome: *Commonwealth principles and values advanced in global development and financing decisions (e.g. G20 and post-2015 MDG framework).*

Conference on Financing for Development in Small States

Barbados hosted a Conference on Financing for Development in Small States in March 2015, in the lead-up to the third International Conference on Financing for Development (FfD). The Conference on Financing for Development in Small States brought together senior officials from 20 Commonwealth countries and 13 international and regional organisations to review the proposed framework and agree key messages for small states for FfD.

At the meeting, participants discussed the challenges of mobilising sufficient domestic resources and of accessing international financing, including the continued use of a gross domestic product (GDP) per capita criterion for determining the eligibility for concessional finance.

The meeting produced an outcome document which contained four common priorities for small states that should have been reflected in the final FfD framework: debt sustainability, climate change financing, international acknowledgement of the vulnerability of small states, and capacity building. The document also contained proposals for advancing the interests of small states at FfD and beyond. Representatives from the Barbados Ministry of Finance, Economic Affairs, and Investment attended the event.

The Secretariat held a session in New York in March 2015 on the outcomes of the Barbados-hosted Conference on Financing for Development in Small States. Participants were briefed on the outcomes of the UN Conference on Trade and Development's (UNCTAD) Debt Workout Mechanism Working

Group (DWM WG) meeting. The briefing was welcomed by Commonwealth UN permanent representatives for helping participants to reduce knowledge gaps and to share perspectives on key financing for development issues.

Debt management

Intermediate Outcome: *National frameworks facilitate effective debt management.*

Debt management: CS DRMS

The Secretariat worked with the Ministry of Finance and Economic Affairs, the Bank of Barbados and the Treasury Department to record Barbados' securities in the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS). This is an integrated tool for recording, analysing and reporting public sector debt. Barbados' own debt management database had at the time become restrictively large and was missing securities data.

Complementing the work on CS-DRMS, the Secretariat also provided policy advice to support reform of institutional arrangements, legal frameworks and borrowing policies related to debt management. Debt managers from Barbados participated in e-learning courses on public debt management and received technical assistance on the management of contingent liabilities. Barbadian debt management staff also participated in several trainings on CS-DRMS during the evaluation period.

In 2018, the new Barbadian government initiated a comprehensive debt-restructuring exercise to support growth and decrease debt. The exercise was successful, with a 99 per cent participation rate. According to Secretariat staff, the CS-DRMS was a key source of data for compiling debt statistics and strategy formulation during this process. A stakeholder from the Barbados Central Bank interviewed for this evaluation noted that the CS-DRMS had been useful and efficient in capturing deb-related information and for recording debt.

Debt management: Meridian

In 2018, the Secretariat began to replace CS-DRMS, which had been available for a decade and was used in more than 60 countries, with Meridian, a new debt management system developed by Infosys. Meridian was developed to cater for changes to public debt, to take advantage of technological advancements and to address

short-comings of CS-DRMS. Meridian's platform allows for easier access and deployment, and data is automatically updated and does not have to be manually recorded.

Barbados was a Meridian pilot country and at the time of this evaluation was still in the process of migrating from CS-DRMS to Meridian. In May 2018, the Secretariat began working with the Barbados Debt Management Office to pilot Meridian, and this process was still ongoing.

Basic training was provided to the Barbadian government to pilot Meridian alongside CS-DRMS for 3–6 months. Meridian training was provided to staff from the Ministry of Finance and Economic Affairs, the Bank of Barbados and the Treasury Department. The Secretariat continued to provide remote support following the training.

The migration between the two systems has been challenging. A key lesson learned has been the labour intensity of migrating data and the quality of data required before migration could take place. Migration also had to be halted because Barbados underwent a debt restructuring exercise in 2018, and a general election for which a major focus was debt.

Key lessons learned from the CS-DRMS / Meridian migration in Barbados included:

- Insufficient quality assurance was conducted on the migrated database. To address this, it was recommended that country databases to be requested well in advance for the team in London to start migrating the database and fixing errors.
- Not enough training was provided to in-country partners on Meridian. There was also a lack of hands-on training, with training delivered as presentations.

The Secretariat has continued supporting Barbados to prepare for a migration from CS-DRMS to Meridian through country missions and support from London. An interviewee from the Barbados Ministry of Finance commented that the Secretariat was 'always helpful and responsive'.

Debt bulletin

In 2015, the Secretariat worked with the Ministry of Finance, Economic Affairs, and Investment in Barbados to develop a *Debt Bulletin Report*, including through a training workshop. The goal

was to increase transparency in public debt management operations and enhance investor confidence. Debt bulletins provide information to investors and the public about a country's debt position, which helps to improve accountability and helps build investor confidence. However, issues with the CS-DRMS database and information being up to date prevented the completion of the bulletin report. Another challenge was that debt management officers had to seek approval from permanent secretaries or ministers to publish the debt management bulletin.

The Economics of Covid-19

In May 2020, the Minister of Finance from Barbados was a panellist in the Secretariat-organised virtual seminar, Tourism, Debt and Disaster Risk Management, which was a part of a wider Commonwealth Virtual Seminar Series: The Economics of Covid-19. Panellists spoke about the need for countries to work together to revive tourism and warned that domestic tourism alone was not enough to keep small states afloat. Panellists said that countries should review their debt and renegotiate terms to accommodate future crises. They also emphasised the need for strong management of contingent liabilities, increased transparency on borrowing, revision of medium-term debt strategies and development of the domestic market.

Oceans and natural resources

Intermediate Outcome: *Effective, equitable, transparent and sustainable management of marine and other natural resources.*

Maritime boundaries

In February 2014, the Commonwealth Secretariat conducted regional maritime boundary training in Saint Lucia. Barbados and Trinidad and Tobago benefitted from this training and shared lessons with other participants on the value of peaceful settlement of disputes learned from their 2006 arbitration.¹⁰ This facilitated Barbados and Saint

10 Barbados and Trinidad and Tobago commenced arbitration proceedings through the Permanent Court of Arbitration in 2006. The cost, adversarial nature and inability to predict the outcome of such proceedings is a deterrent, particularly for small coastal states. The Commonwealth Secretariat does not provide support for court proceedings, advocating instead for peaceful resolution of maritime boundaries.

Vincent and the Grenadines in reaching agreement on their maritime boundaries in August 2015. In March 2016, the Commonwealth Secretariat also supported Saint Lucia in reaching agreement with Barbados on their shared maritime boundary.

In July 2016, the Commonwealth Secretariat brought together government officials from eight Caribbean countries for working sessions in London on the negotiation of unresolved marine boundaries and to examine ocean governance. Consequently, Saint Lucia signed an agreement with Saint Vincent and the Grenadines in May 2017. These agreements were formally ratified by the respective Heads of Government at a CARICOM Heads of Government Meeting in July 2017.¹¹

Regulatory framework for petroleum sector

Barbados produces around 1,000 barrels of oil a day.¹² The Secretariat has emphasised the importance of governments and industry in oil-producing countries addressing social, cultural and environmental concerns when exploring for and producing oil and gas. There is currently no offshore petroleum production in Barbados, but the Barbadian government has granted an exploration license to the oil company BHP. If a commercial discovery is made, production could start within 4 to 8 years.

In 2016, the Secretariat was requested by the Barbados Division of Energy and Telecommunications (DET), which sits within the Prime Minister's Office, for advice on and assistance with the review and revision of the economic, legal and regulatory framework for the offshore petroleum sector in Barbados. The Secretariat

11 The Commonwealth (2017), 'Maritime treaty success for Barbados, St Lucia and St Vincent and the Grenadines', available at: <https://thecommonwealth.org/media/news/maritime-treaty-success-barbados-st-lucia-and-st-vincent-and-grenadines>; The Commonwealth (2016), 'Barbados and Saint Lucia reach agreement to settle maritime boundary', available at: <https://thecommonwealth.org/media/news/barbados-and-saint-lucia-reach-agreement-settle-maritime-boundary>; The Commonwealth (2016), 'Caribbean nations prepare for maritime boundary talks with Commonwealth support', available at: <https://thecommonwealth.org/media/news/caribbean-nations-prepare-maritime-boundary-talks-commonwealth-support>.

12 The New York Times (2018), 'Who Knew? These Countries Are All Oil Producers', available at: <https://www.nytimes.com/2018/10/08/business/energy-environment/who-knew-these-countries-produce-oil.html>

subsequently conducted a mission to Barbados to understand the government's goals and challenges and to agree on next steps.

A representative from DET, who was interviewed for this evaluation, found that it had been *'very useful to converse and liaise with another professional who has a lot more experience'*. Petroleum was a new area for Barbados, so there were no experts in-country who could provide guidance. The representative especially valued that the Secretariat was approaching the petroleum work from an unbiased perspective, not from that of an oil company.

The DET staff also noted that Secretariat support *'had opened up opportunities that we didn't know existed'*, and had taught DET how to improve its approach to prioritisation.

In an interview with a stakeholder from the Ministry of Foreign Affairs and Trade, it was noted that the petroleum project was not co-ordinated through the ministry (which is tasked with co-ordinating requests to/from the Secretariat). Instead, the request went straight from the Ministry of Energy to the Secretariat.

Barbados National Energy Policy

The Secretariat supported DET to complete the Barbados National Energy Policy (BNEP), which is now being implemented. A sub-component of the energy policy focuses on local content. This relates to a number of local enterprises that are supplying renewable energy products and services in Barbados. BNEP promotes participation of local enterprises in all aspects of the energy sector, including by supporting local content for exploration and production of oil and gas offshore in Barbados, and renewable energy operations. The Secretariat is also supporting Barbados to develop policy and regulations specifically on local content and is providing advice on local sourcing of goods and services.

As a part of this work, the Secretariat supported Barbados to apply for and secure US\$550,000 from the UN-India Fund to empower local businesses' participation in the supply of goods and services to the oil and gas, and energy sectors.

New Petroleum Producers Discussion Group

The Secretariat co-ordinates the New Petroleum Producers Discussion Group (NPPDG), together

with Chatham House and the Natural Resource Governance Institute (NRGI). The group is a collaborative network of over 30 countries built on trust and peer-to-peer exchanges. It aims to achieve lasting and inclusive development outcomes in emerging oil and gas producer countries.

The Secretariat has supported Barbadian delegates to participation at NPPDG Annual Meetings, including in the Sixth Meeting of the NPPDG in Ghana in 2018. Barbadian stakeholders engaged in the group have included representatives from the Division of Energy and Telecommunications, the Barbados National Oil Company Limited and the Barbados Revenue Authority.

A representative from the Division of Energy and Telecommunications, who was interviewed for this evaluation, shared that she found that the NPPDG sessions provided her with useful information and brought valuable information to her attention that she would not otherwise have necessarily known about. The NPPDG was a diverse grouping, with countries represented using many different models to manage their petroleum sectors, and it was useful to learn what other countries were doing. She had also found it helpful to provide and receive critique from peers on Barbados' model.

Oceans Economy and Trade Strategy

Barbados has a rich natural coastal and marine endowment. It is also vulnerable to climate-related events such as hurricanes and the impacts of climate change. The Commonwealth Secretariat has a Memorandum of Understanding with the UN Conference on Trade and Development (UNCTAD), and together with the UN Division for Ocean Affairs and the Law of the Sea (DOALOS), the Secretariat supported Barbados to develop an Oceans Economy and Trade Strategy.

A field mission was conducted in June 2018 to Barbados, to undertake a preliminary data analysis and stakeholder mapping on the potential of ocean-based economic sectors and products. DOALOS¹³ and Commonwealth experts subsequently carried out the legal regulatory and governance mapping. Experts on the field mission also discussed the nature and structure of Barbados' key ocean-based sectors for further analysis through the project.

13 DOALOS sits within the United Nations Office of Legal Affairs.

At the time of writing, the Secretariat was working with Barbados to provide legislative, policy and institutional support and to identify priorities for the delivery of integrated ocean governance in the Caribbean.

3.6 Small States and Vulnerable States

The Development: Small States and Vulnerable States pillar works towards the Secretariat Strategic Outcome: *Strengthened resilience of small states and vulnerable states*.

Under this Strategic Outcome there are three Intermediate Outcomes:

- **International policies, mechanisms and rules** are more responsive to small states' development strategies and resilience needs.
- **International decision-making:** Small states enabled to effectively participate in international decision-making processes.
- **Climate financing:** Improved climate financing frameworks.

The Secretariat's main activities under this pillar included increasing the resilience of small island developing states, providing policy support through the Small States Office in Geneva and support to access climate financing.

Total expenditure under the Development: Small States and Vulnerable States pillar was £176,477 during the evaluation period. A breakdown by year is provided in Figure 10. Small States was the second largest programme area in Barbados, following Public Institutions.

Note that this figure does not cover regional and/or pan-Commonwealth programmes from

which Barbados may have benefited. It also does not cover contributions from Caribbean-based Commonwealth Fund for Technical Co-operation (CFTC) experts.

International policies, mechanisms and rules

Intermediate Outcome: *International policies, mechanisms and rules* are more responsive to small states' development strategies and resilience needs.

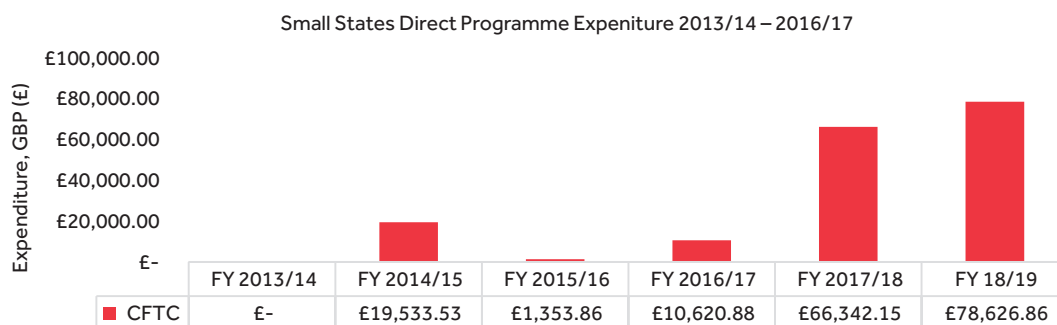
The UN Conference on Small Island Developing States (SIDS) provided a platform for the Commonwealth to raise issues concerning its small state members. Here the Secretariat held a joint side event with the UN Department of Economic and Social Affairs at the SIDS 2014 conference and made written submissions in the lead up on debt and financing and strengthening institutional support to SIDS to implement the Barbados Programme of Action (BPOA).

Resilience of small island developing states

In 2015, the Secretariat commissioned four studies of Commonwealth Caribbean countries, including Barbados, on their resilience in the economic, social, environmental development and governance areas. The profiling exercise identified symptoms and vulnerabilities related to resilience and determined practical steps for addressing these challenges and strengthening resilience in the pilot countries. A final synthesis report was not developed, but outcomes of the profiling exercise were shared with the Government of Barbados.

Project findings of the project, 'Building the Resilience of Small States: A Strategic Vision for 2050', were shared with CARICOM in May 2015

Figure 10. Development: Small states and Vulnerable States



at a Caribbean Future Forum in Trinidad and Tobago, which was attended by Barbadian Senator Jepter Ince.

In 2014, a senior economist from Barbados participated in the Commonwealth's Third Global Biennial Conference on Small States in Saint Lucia. At the meeting, participants discussed strategies for mobilising international support to strengthen the resilience of small states. In 2016, a senior official from the Barbados Ministry of Finance, Economic Affairs, and Investment attended the Commonwealth's Fourth Global Biennial Conference on Small States in Seychelles. The focus of the meeting was strategies for mobilising international support to strengthen the resilience of small states.

International decision-making

Intermediate Outcome: *Small states enabled to effectively participate in international decision-making processes.*

Small States Office in Geneva

In 2011, the Secretariat set up the Commonwealth Small States Offices in Geneva to provide subsidised office space for diplomatic missions of Commonwealth small states, as well as a business centre for tenants and visiting small states delegations attending multilateral meetings in Geneva. The office also provides support, guidance and back-up on international trade matters and co-ordinates the Commonwealth's trade-related technical assistance to small states delegations at the office. The office provided support for Barbados during the evaluation period, including on UPR reporting.

A representative from the Small States Office noted that a key challenge in supporting small states on trade-related matters (such as WTO negotiations) was diplomatic staff turnover, due to temporary diplomatic postings and new diplomats coming in. Consequently, there was a lack of institutional memory. The office had developed a negotiation matrix for WTO negotiations to provide background information on what had happened at previous negotiations, which had been shared with the Barbados UN Mission in Geneva and the Barbadian Ministry of Foreign Affairs and Trade.

Global Biennial Conferences on Small States

During the evaluation period, Barbados took part in the Global Biennial Conferences on Small States organised by the Secretariat. This included:

- the 4th Global Biennial Conference on Small States in May 2016, in Seychelles, which focused on the strategic vision for the future of small states and reviewed some of the tools required to achieve their goals; and
- the 5th Global Biennial Conference on Small States in May 2019, in Samoa, which took stock of the challenges facing small states, particularly in relation to preparedness and response to natural disasters.

Climate financing

Intermediate Outcome: *Improved climate financing frameworks.*

The Commonwealth's Climate Finance Access Hub helps countries access climate financing, by making successful applications to international climate change funds. National advisers are deployed to long-term positions in government environmental departments and agencies, and to regional bodies.

Appointed in 2017, the Commonwealth national climate finance adviser for Barbados supported the Barbadian government to secure US\$74,400 for two climate adaptation projects. The largest project, 'the River Plantation Drainage and Irrigation Climate Adaptation Project Preparation Facility', is financed by the CDB and is worth US\$69,400. The other project, 'GCF Training to Develop Private Sector Projects with emphasis on Integrated Water and Energy for a Changing Climate (IWECC-B) for the Small Business and Agribusiness Sector of Barbados', is worth US\$5,000 and has been approved by the Green Climate Fund (GCF).

Note: Nine (9) additional projects are in the pipeline for a total value estimated at US\$ 0.49 million (as per the national climate finance adviser monthly report ending 31 July 2020). The national adviser in Barbados helped ensure that projects proposed by the country met the technical requirements of the international fund. This evaluation was not able to uncover whether these applications were successful.

A representative from the Caribbean Community Climate Change Centre (CCCCC) and a focal point for climate financing at the Ministry of Finance, Economic Affairs, and Investment, both of whom worked with the national adviser, described his work as being 'significant' and having made a 'tremendous contribution'.

The national adviser contributed a mix of expert knowledge, but also filled capacity gaps. He also had access to the Secretariat's wider cohort of climate advisers, which meant that he was quickly made aware of new funding opportunities. It was important that the adviser had clear ministry counterparts, with whom to share knowledge. Ideally, this should be a small team, rather than a single person, in case of staff turnover. One option suggested by an interviewee was to provide an

annual training for ministry officials working on climate financing to ensure continuity.

Stakeholders consulted for this evaluation noted that the climate finance work was challenged by a lack of an enabling environment within the ministry. The external national adviser and the Barbadian ministry staff were not always in agreement on how quickly to move forward with the applications.

In March 2019, the Secretariat undertook a regional scoping study to identify barriers to climate investment faced by the private sector in Barbados and four other Caribbean countries. This study informed a draft regional action plan outlining the priority initiatives to overcome the barriers identified. The Commonwealth subsequently shared the initial findings and results of the exercise with all the key stakeholders in the Caribbean region.

4. Findings

The following section is structured around the OECD DAC evaluation criteria: (1) relevance, (2) effectiveness, (3) efficiency, (4) coherence, (5) impact and (6) sustainability.

Rather than seeking to address each of the six criteria for all the activities that took place in Barbados, this section will provide a high-level, strategic analysis of the overall Secretariat interventions and outcomes assessed against the six criteria. It will highlight interventions and outcomes that were particularly notable, for example, where there were noteworthy examples of success or challenges.

4.1 Relevance

To what extent was Secretariat support relevant to the priorities of Barbados, and relevant to the Intermediate Outcomes of the Strategic Plan?

The key question under 'Relevance' is:

- To what extent was Secretariat support relevant to the priorities of Barbados, and relevant to the Intermediate Outcomes of the Strategic Plan?

OECD DAC defines 'relevance' as '*the extent to which the intervention objectives and design respond to beneficiaries' global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change*'.¹⁴

Relevance to Barbados

The Secretariat's support to Barbados was largely initiated by requests that were received from the Barbadian government, or through the government's agreement to participate in Commonwealth initiatives. On this basis, this evaluation assumes that the Secretariat's programme delivery in Barbados was relevant to the country. Barbadian stakeholders interviewed were largely positive about the Secretariat's support.

Despite this, interventions were generally not selected based on, or aligned with, Barbados' National Strategic Plan (the country's national development plan). Neither the Secretariat nor the Barbados Ministry of Foreign Affairs and Trade had a full overview of the totality of Secretariat activities in the country.

A representative from the Barbados Ministry of Foreign Affairs and Trade pointed out that Barbadian agencies' requests for Secretariat funding often bypassed the ministry, which was supposed to act as a focal point for Secretariat requests and was supposed to be kept informed by the Barbadian ministry leading on the intervention. For example, the request for support for the regulatory framework for the offshore petroleum industry had come straight from another ministry to the Secretariat, bypassing the Ministry of Foreign Affairs and Trade.

This unco-ordinated approach to programme development, whereby neither Barbados nor the Secretariat had a full view of programmatic activities in the country, contributed to programme fragmentation and increased the risk of duplication of existing efforts.

Previously, Commonwealth member states had officials, known as primary contact points (PCPs), act as focal points at the national level for the implementation of in-country Secretariat support. While some PCPs remain, the system was largely phased out during the evaluation period.

A stakeholder pointed out that the relevance and responsiveness to Barbados' need would be improved if the Ministry of Foreign Affairs and Trade, as well as the Secretariat, included the Ministry of Finance, Economic Affairs, and Investment when co-ordinating activities, as this ministry was the owner of Barbados' National Strategic Plan (the country's national development plan). Not doing so was a 'missed opportunity', as it also meant that the Secretariat's work was not getting captured in national reporting. This, in turn, lowered the visibility of the Secretariat's work.

This evaluation proposes that Barbados and the Secretariat explore setting up a country-level Steering Group for Secretariat support (this model

¹⁴ OECD/DAC (2019), *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, 7, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

could also be duplicated in other countries). This group would be made up of relevant ministries (e.g. co-ordinated by the Ministry of Foreign Affairs and Trade and with participation of the ministry responsible for a country's national development plan), as well as other ministries or agencies, as relevant. The Steering Group's responsibility would be to steer Secretariat technical assistance for the country, ensuring relevance to Barbados' National Strategic Plan and complementarity between activities.

Relevance to the Strategic Plan

All interventions aligned with the thematic areas of the Strategic Plan 2013/14–2016/17's six pillars. However, for a number of interventions, it was less clear which Intermediate Outcomes within the Strategic Plan the interventions contributed to. A further discussion of this is provided in Section 4.2 Effectiveness.

Before 2015, the Secretariat had a Governance and Institutional Development Division, which had regional desks. This team was restructured in 2015 and the regional desk roles were dissolved. Consequently, the Secretariat currently does not have staff that focus on specific countries or regions. Previously, the Secretariat also had country co-ordination groups, organised by the Secretariat's Political Team. However, the Political Team was also dissolved and no longer performs this co-ordination function.

During the evaluation period, the Secretariat also had no Barbados or Caribbean country programme framework, document or theory of change to guide its work (it should be noted that this situation was not specific to Barbados). This meant that, despite quality small-scale interventions with high relevance to the country, the complete country programming picture was uncoordinated and fragmented, as mentioned previously. As above, a further discussion of this is provided in Section 4.2 Effectiveness.

Across interventions, there was a lack of analysis around the extent to which the intervention objectives and design responded to the needs of target groups. Going forward, the Secretariat should identify the intervention target group(s) in programme design documents, and, to the extent possible, monitor impacts on the target group subsequent to the intervention. Developing a theory of change for an intervention would be

helpful, as it requires the person developing it to identify the intervention target group, and how and why they are impacted through the intervention.

Conclusion

In sum, by its very nature of requests for support being country-driven, the interventions were deemed to be largely relevant to Barbados. However, detracting from this was the lack of systematic alignment of interventions with the National Strategic Plan of Barbados, which represents the de facto development priorities of the country. This should be addressed in a future country programme. The lack of a Secretariat focal point and a country framework for Barbados also reduced the Secretariat's ability to ensure relevance.

4.2 Effectiveness

Did the interventions contribute to the Commonwealth Secretariat's Strategic Results Framework's Intermediate Outcomes?

The key question under 'Effectiveness' is:

- Did the interventions contribute to the Commonwealth Secretariat's Strategic Results Framework's Intermediate Outcomes?

OECD DAC defines 'effectiveness' as *'the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results'*.

A clear-cut analysis of whether individual interventions achieved their objectives or results, or contributed to Intermediate Outcomes was largely not possible, due to a lack of:

- baselines, targets and indicators for individual interventions (see also Section 4.3 Impact) and a lack of follow-up by programme staff to measure progress;
- a central Secretariat data management system for Barbados-related information (such as project documents); and
- a theory of change showing how the intervention was intended to contribute to the Intermediate Outcomes.

With these limitations in mind, this section seeks to provide a general assessment of the contribution

Table 4. Progress rating key

Progress rating	
Strong contribution	Evidence that the intervention made a strong contribution to the Intermediate Outcome.
Some contribution	Evidence that the intervention made some contribution to Intermediate Outcome(s).
No contribution	No evidence that the intervention contributed to the Intermediate Outcome(s).
n/a	No interventions during the evaluation period, or a lack of information to assess contribution.

of Secretariat activities in Barbados to the Strategic Plan's Intermediate Outcomes – see Progress ranking Table 5 Progress rating against Intermediate Outcomes. The analysis uses a simple progress rating (see Table 4 Progress rating key) and is

structured around the Secretariat's Strategic Results Framework's six pillars (Democracy, Public Institutions, Social Development, Youth, Economic Development and Small States).

Progress ranking

Table 5. Progress rating against Intermediate Outcomes

Democracy				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
1.1	<i>CMAG is well-informed and supported to protect and promote Commonwealth values and principles</i>	<i># of member states engage with CMAG under the enhanced mandate to respond positively to and implement CMAG's recommendations</i>		<ul style="list-style-type: none"> • Barbados did engage with the CMAG during the evaluation period, as a member 2018–20. • It is unclear whether member states engaged with during Barbados' membership implemented CMAG's recommendations.
1.2	<i>Member states engage with and benefit from the strengthened Good Offices of the Secretary-General</i>	<i># of identified member states engaged in Good Offices capacity that implement policy changes that reflect the advice from the Secretary-General and his/her Envoys and Advisers</i>		<ul style="list-style-type: none"> • The Secretary-General conducted four visits to Barbados during the evaluation period. • It is unclear to what extent Barbados implemented policy changes based on advice from the Secretary-General and his/her Envoys and Advisers. • It is also unclear what the metric for assessing this policy change is, and who is tasked with monitoring it.

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Democracy				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
1.3	Member states conduct fair, credible and inclusive elections	# of member states whose electoral framework has been strengthened to meet national, regional and Commonwealth standards, as indicated by: <ul style="list-style-type: none"> • legal and constitutional frameworks in place • institutional capacity and independence • procedures in place 		<ul style="list-style-type: none"> • Barbados participated in Commonwealth Observer Groups (COGs) and the Commonwealth Electoral Network (CEN). • It is not clear what the exact impact of Barbados' participation in these forums had on electoral framework standards.
		# of member states where at least 10% of COG recommendations are in the process of being implemented within 12 months of the election taking place		<ul style="list-style-type: none"> • While Barbados was a member of COGs, this evaluation is not aware of any COG visits to Barbados during the evaluation period.
		# of member states adopting best practice and principles emerging from the CEN in enhancing their national electoral processes		<ul style="list-style-type: none"> • While Barbados was a member of CEN, this evaluation is not aware of any CEN recommendations for Barbados during the evaluation period.
		# of national electoral management bodies that embed best practice and principles emerging from the CENs in enhancing their electoral processes		<ul style="list-style-type: none"> • n/a – see above.
1.4	Values of 'respect and understanding' advanced	% of student participants in the Commonwealth Class Programme who report that their learning about the Commonwealth has improved their understanding of global issues		<ul style="list-style-type: none"> • CVE activities sit under this Intermediate Outcome and indicator, but activities in Barbados were not aligned to the indicator. A Barbadian stakeholder attended a Caribbean Senior Officials Workshop on CVE in Prisons, and a Barbadian stakeholder attended a Caribbean Financial Action Task Force (CFATF) CVE Workshop for Judges and Prosecutors. • However, these participants were not student participants in the Commonwealth Class Programme.

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Public Institutions				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
2.1	Effective institutions and mechanisms for the promotion and protection of human rights	<p># of targeted member states with new or more effective National Human Rights Institutions as indicated by:</p> <ul style="list-style-type: none"> enabling legislation adopted and compliant with Paris Principles fully operational movement towards 'A' status 		<ul style="list-style-type: none"> The Secretariat provided technical assistance to Barbados to develop a guidance note on establishing a National Human Rights Institution (NHRI); however, Barbados has not yet set up an NHRI.
2.2	Improved and constructive engagement of member states in the UN's UPR process	<p># of targeted member states that engage constructively with the UN UPR as indicated by:</p> <ul style="list-style-type: none"> quality reporting to UN Human Rights Council (UNHRC) undergoing examination in a constructive manner implementing accepted recommendations 		<ul style="list-style-type: none"> The Secretariat provided technical support for UPR reporting to Barbados through the Small States Office in Geneva. The Secretariat also supported two senior officials to participate in a UPR training. However, due to a lack of systematic follow-up, this evaluation was not able to uncover whether this support resulted in quality reporting, or implementation of accepted recommendations.
		<p># of key regional human rights issues progressively addressed by Commonwealth Parliamentary Human Rights Groups</p>		<ul style="list-style-type: none"> The Secretariat raised awareness about important human rights issues in the Caribbean, such as the rights of LGBTI persons, in an event hosted by Barbados. The Secretariat also trained senior civil servants in international human rights norms and mechanisms. However, it is unclear whether this led to LGBTI issues being addressed by Barbados or Commonwealth Parliamentary Human Rights Groups.

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Public Institutions				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
2.3	Effective mechanisms ensuring the autonomous and harmonious operation of three branches of government and strengthened independence of the judiciary	# of member states with issues on the separation of powers that reform their constitutional and statutory provisions in order to uphold the Commonwealth (Latimer House) Principles		n/a
		# of member states with issues on the appointment and removal of judges that establish procedures which provide for the appointment, discipline and removal of judges in accordance with the Commonwealth (Latimer House) Principles		n/a
		# of member states without continuous judicial education and adequate resources for the judicial system that institute reforms to strengthen the cognitive and institutional aspects of the independence of the judiciary		n/a
2.4	National institutions effectively facilitating the administration and delivery of the rule of law and justice	# of member states with weak capacity and judicial institutions using Secretariat guidelines, tools and model laws/regulations to strengthen the administration and delivery of justice		<ul style="list-style-type: none"> • A legislative drafter from Barbados was trained through the Secretariat's six-month-long legislative drafting programme delivered through the University of the West Indies. • It is unclear whether this individual subsequently used Secretariat guidelines, tools and model laws/regulations to strengthen the administration and delivery of justice.

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Public Institutions				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
		<i>% of member states without the relevant constitutional and statutory provisions make substantial progress in creating legal frameworks for the (i) effective delivery of justice and (ii) promotion of reforms conducive to sustainable development</i>		<ul style="list-style-type: none"> • <i>The Secretariat piloted a Law and Climate Change Toolkit in Barbados in July 2018 to support lawmakers in assessing national laws and outlining reforms towards implementing the Paris Agreement.</i> • <i>The Barbados government expressed an interest in continuing its role as a pilot for the toolkit over the next stages of its development. However, no further work was undertaken.</i>
		<i># of member states where justice and law enforcement institutions are weak effect administrative reforms to strengthen those institutions</i>		<ul style="list-style-type: none"> • <i>n/a</i>
2.5	<i>Improved public administration</i>	<i># member states with effective, accountable and transparent targeted public institutions in the efficient delivery of services as indicated by the existence and functioning of at least 5 of 9 institutions outlined below: Public Policy Co-ordination and Implementation Unit; Public Service Commission; Ministry of Establishment; Public Procurement Regulatory Agency; Internal Audit Department; Supreme Audit Institution; Public Accounts Committee; Finance Committee of Parliament; Anti-Corruption Agencies</i>		<ul style="list-style-type: none"> • <i>The Secretariat organised a Regional Internal Audit and Public Procurement Roundtable Meeting in Barbados in 2016, which received positive feedback. All participants indicated that, going forward, they would use the information acquired.</i> • <i>However, no follow-up was done to assess whether the knowledge was being used.</i>

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Social Development				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
3.1	Strengthened national frameworks and policies improve health outcomes	Member states with up-to-date policies and regulatory mechanisms to meet international health care delivery standards		<ul style="list-style-type: none"> n/a
3.2	Strengthened national policies and frameworks improve education outcomes	Member states with up-to-date policies, regulatory mechanisms, and standards for the implementation of quality teaching and learning systems		<ul style="list-style-type: none"> A School Leadership Capability Framework was developed but was not taken forward.
3.3	Gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects	Policy formulation and planning processes of member states reflect and demonstrate gender equality and empowerment		<ul style="list-style-type: none"> A Secretariat-organised regional stakeholder consultation on women's political empowerment took place in Barbados in July 2017. There was no systematic follow-up to assess whether the workshop had impacted on policy formulation and planning processes.
3.4	Improved capacity building for social development	Member states have the ability to formulate policy and planning processes for social development priorities		<ul style="list-style-type: none"> n/a
Youth				
4.1	National and pan-Commonwealth frameworks advance social, political and economic empowerment of young people	# of member states implementing reform actions to establish or strengthen the policy environment for youth empowerment		<ul style="list-style-type: none"> The Secretariat supported the development of a Youth Development Index for Barbados, but this work was not completed due to funding issues. The Secretariat also provided support for an evaluation into the implementation of Barbados' Youth Policy 2011–16. It is not clear whether these activities strengthened the policy environment for youth empowerment.

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Youth				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
		<i># of member states taking action to further the professionalisation of youth work</i>		<ul style="list-style-type: none"> The now-closed Commonwealth Youth Programme (CYP) Caribbean Centre worked with the University of the West Indies (UWI) to develop and provide modules for a BSc in Youth Development Work at UWI. UWI has now taken full ownership of the BSc programme.
		<i># of member states adopting sport as an intentional approach to advancing development and peace as indicated by:</i> <ol style="list-style-type: none"> <i>specific policy instruments</i> <i>national co-ordination and cross-sectoral mechanisms</i> 		<ul style="list-style-type: none"> Barbados was involved in various aspects of the Secretariat's Sport for Development and Peace programme: <ul style="list-style-type: none"> the Barbados national contact point for the Commonwealth Youth Sport for Development and Peace Network was active; the Barbadian minister for sports attended the 7th Commonwealth Sports Ministers Meeting (7CSMM) in Glasgow in July 2014; however, Barbados did not adopt sport as an intentional approach to advancing development and peace during the evaluation period.
4.2	Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives	<i># of national, regional and pan-Commonwealth youth-led networks and platforms set up or strengthened</i>		<ul style="list-style-type: none"> Barbados was active in the Commonwealth Alliance of Young Entrepreneurs (CAYE). A youth entrepreneur from Barbados chaired the Caribbean & Canada regional group, the Commonwealth Alliance of Young Entrepreneurs – Caribbean & Canada. CAYE is no longer active.
		<i># of targeted national, regional and international institutions and individuals demonstrating increased impact in youth development and youth-led programming</i>		<ul style="list-style-type: none"> The Commonwealth Youth Programme (CYP) worked with the Caribbean Development Bank (CDB) to support the CDB to develop its first Youth Policy and Operational Strategy (YPOS). Whether the outcomes of the evaluation led to CDB demonstrating increased impact in youth development and youth-led programming is unclear.

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Economic Development				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
5.1	Effective policy mechanisms for integration and participation in the global trading system	Member states that effectively formulate trade policy, negotiate and implement international trade agreements		In October 2015, Barbados hosted a meeting for Commonwealth Caribbean countries in preparation for the 10th WTO Ministerial Conference. It is unclear whether this meeting has led Barbados to effectively formulate trade policy, negotiate and implement international trade agreements.
		Member states that implement export development and competitiveness strategies		In May 2017, a Hub and Spokes knowledge-sharing workshop was held in Bridgetown, Barbados. It is unclear whether this influenced Barbados or participant countries to implement export development and competitiveness strategies.
5.2	Commonwealth principles and values advanced in global development and financing decisions	Commonwealth position on global development and financing decisions recognised at G-20 and post-2015 MDG framework, among others		n/a
5.3	National frameworks facilitate effective debt management	Member states that reform their management of public debt		The Secretariat worked with Barbados to record its securities in the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS), and later began transition to a new debt management system, Meridian, which has not yet been completed.
		Member states effectively utilise the Secretariat's debt management systems to proactively manage their debt		
5.4	Strengthened, equitable and sustainable management of maritime and other natural resources	The degree of integration between policies and legislation in member states for the management and governance of natural resources		• n/a

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Economic Development				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
		<i># of reformed/established governance frameworks and institutional arrangements in member states that promote and support the sustainable management of natural resources</i>		<ul style="list-style-type: none"> • The Secretariat supported the Barbados Division of Energy and Telecommunications to complete the Barbados National Energy Policy (BNEP), which is now being implemented. • The Secretariat provided advice on and assistance with the review and revision of the economic, legal and regulatory framework for the offshore petroleum sector in Barbados.
		<i># of maritime boundaries delimited by Commonwealth member states in accordance with international law, including through joint development and other provisional arrangements</i>		<ul style="list-style-type: none"> • The Secretariat provided support for maritime boundaries capacity building and managing Barbados's petroleum sector. Barbados finalised formal maritime boundary agreements with Saint Vincent and the Grenadines and Saint Lucia in July 2017.
		<i># of broad-based mechanisms for effective, transparent and integrated management of marine resources implemented by member states</i>		<ul style="list-style-type: none"> • The Secretariat supported Barbados to develop an Oceans Economy and Trade Strategy.
Small States				
6.1	<i>International policies, mechanisms and rules are more responsive to small states development strategies and resilience needs</i>	<i># of targeted international conferences that acknowledge the sustainable development needs of small states</i>		<ul style="list-style-type: none"> • This evaluation was unable to identify the number of targeted international conferences that acknowledge the sustainable development needs of small states, as this was not systematically tracked.

(Continued)

Table 5. Progress rating against Intermediate Outcomes (Continued)

Small States				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
		<i>% of small states that effectively participate in targeted international processes related to their sustainable development needs</i>		<ul style="list-style-type: none"> • The Secretariat funded Barbados to participate in various international processes related to its sustainable development needs, including: • Commonwealth/CARICOM/OIF Consultation on Multilateral, Regional and Emerging Trade Issues for the Caribbean; • the Commonwealth Caribbean Consultation on Recent Developments in Trade: WTO Post-Nairobi and Regional Integration; • WTO negotiations; and • Commonwealth Trade Symposium: 'Shaping a Global Trade Agenda for Development'.
6.2	<i>Small states enabled to effectively participate in international decision-making processes</i>	<i>% of small states constructively engaging with trade fora and human rights mechanisms in Geneva via small states office</i>		<ul style="list-style-type: none"> • The Commonwealth Small States Office in Geneva provided technical support for Barbados during the evaluation period on UPR reporting.
		<i># of small states engaging effectively with the UN General Assembly and other forums in New York via the small states office</i>		<ul style="list-style-type: none"> • n/a
6.3	<i>Improved climate financing frameworks</i>	<i># of Commonwealth member states that report improved access to climate finance arising from Commonwealth influenced tools or policies</i>		<ul style="list-style-type: none"> • A Commonwealth Climate Finance Access Hub's national adviser was deployed to Barbados. He worked with the Government of Barbados to secure US\$74,400 in climate financing.

(Continued)

Table 5. Progress rating against Intermediate Outcomes (*Continued*)

Cross-cutting outcomes				
	Intermediate Outcome	Indicator	Progress rating	Contribution to Intermediate Outcome
3.1	<i>Partnerships and innovation: strengthened partnerships and innovations to support member countries and Commonwealth organisations</i>	<i>No indicator</i>		<ul style="list-style-type: none"> <i>This cross-cutting outcome does not have an indicator(s). The majority of interventions were based on partnerships with the Barbados government and in some instances academic and civil society partners. It is likely that partnerships were strengthened during the period (comparable to previous periods), but this is difficult to assess without an indicator.</i>
3.2	<i>Gender mainstreaming: gender equality and the empowerment of women integrated in the Secretariat's policies, frameworks, programmes and projects</i>	<i>No indicator</i>		<ul style="list-style-type: none"> <i>This cross-cutting outcome does not have an indicator(s). There were instances of gender-focused programming, especially in the latter part of the evaluation period. The degree to which gender was mainstreamed across programming is difficult to assess without an indicator.</i>
3.3	<i>Consensus building: member states achieve consensus and advance key priority issues</i>	<i>No indicator</i>		<ul style="list-style-type: none"> <i>Since 2019, Barbados has been leading the regulatory connectivity cluster for the Commonwealth Connectivity Agenda (CCA) and participated in a Commonwealth Connectivity Agenda Cluster Week in August 2019 in London.</i> <i>Assessing progress is challenged by this cross-cutting outcome not having an indicator. However, a monitoring report on the Commonwealth Connectivity Agenda Cluster Week showed that CCA participants found that the cluster methodology was effective in enabling consensus building and exchange of good practice, which may lead to key priority issues being advanced.</i>

Fragmented and small-scale interventions

Some Secretariat interventions in Barbados were characterised by being effective, such as work within youth, maritime boundaries and the offshore petroleum sectors. However, the majority of the Secretariat's interventions in Barbados were fragmented, small-scale, short-term and 'one-offs'. Table 5 (Progress rating against Intermediate Outcomes) tells a story of many 'yellow' rankings (i.e. evidence that the intervention made some contribution to Intermediate Outcome(s)). In many of these cases, the Secretariat did deliver an intervention in an area broadly related to the Intermediate Outcome, but there was no evidence that the intervention contributed to the Intermediate Outcome.

This tendency was partly a reflection of the Secretariat's decreasing budget during the evaluation period, and its lack of an in-country or regional presence. This challenged the Secretariat's ability to form deep and meaningful relationships with Barbadian partners, and to perform follow-up monitoring and evaluation on interventions.

Contributing to the fragmentation was the fact that interventions were request-based and that there was no country framework or criteria for prioritising interventions from the Secretariat's side. Exacerbating this was the lack of oversight of programming, from both the Secretariat's and Barbados' side.

The Youth pillar was characterised by longer, more strategic support – taking a multipronged approach with different, complementary interventions. This could be a legacy of the now-closed Commonwealth Caribbean Regional Youth Centre in Guyana, which had acted as a Caribbean hub, allowing the Secretariat to carve out a niche in the Youth area.

A large part of the Secretariat's work during the evaluation period was characterised by funding events in Barbados, or funding Barbadian stakeholders to take part in Commonwealth events. Supporting small island developing states (SIDS) such as Barbados to participate in relevant targeted processes is very valuable, to enable these countries to advocate for themselves and shape international agendas. Supporting events on topics relevant to Barbados or the Caribbean may also be valuable. However, across the Barbados

programme, there were examples of the Secretariat supporting events or participation for Barbadian stakeholders in international events seemingly without having a long-term strategy for what the intended outcomes of this event or participation was, and how they contributed to the Strategic Plan's Intermediate Outcomes.

There was a tendency for technical staff to steer which initiatives to support in Barbados, as opposed to this decision being made at a higher, more strategic level. This contributed to the lack of effectiveness and the fragmentation in the country programme, and a lack of complete oversight of the Barbados-based programmes.

As mentioned previously, there was no Commonwealth country/regional framework developed at the outset of the Strategic Plan period for Barbados (note that this situation was not specific to Barbados, but was the case across Commonwealth programming). Instead, country activities tended to be driven by requests from member states.

Table 5 (Progress rating against Intermediate Outcomes) also tells a story of the Secretariat being active in Barbados across all six of the Strategic Plan pillars and across 18 of the 22 Intermediate Outcomes (90%). This is not necessarily a good thing. Barbados, as a small, high-income country, does not necessarily require support across all pillars and the majority of Intermediate Outcomes. Rather, it may require highly specialised support in niche areas where it lacks national expertise. The Secretariat's decreasing budget and lack of an in-country or regional presence suggests that focusing on a few, in-depth, high-quality interventions with a high potential for sustainability would deliver more effective programming and results, for both the Secretariat and for Barbados.

Developing a country framework and criteria

For the next Strategic Plan, the Secretariat should explore developing a country or regional framework (or, alternatively, a shorter country document) to guide its support for Barbados for the duration of the Strategic Plan. This should be agreed with, and co-owned by, Barbados. Such a framework would consist of broad priorities for Barbados and a set of criteria that would need to be fulfilled for Secretariat support to take place.

For example, the Secretariat could work with the Barbados government to identify two or three key priority pillars and indicators for Barbados, which would be the primary focus for the duration of the next Strategic Plan.

These priority areas would be complemented by broad criteria (this could also apply to all country programmes), which would need to be fulfilled before the Secretariat agreed to support an intervention. These criteria could, for example, be that the intervention:

1. aligns with a Strategic Plan pillar;
2. contributes to the Strategic Plan's Intermediate Outcomes;
3. can be measured using a Strategic Plan indicator (or a tailored version of one);
4. aligns with the Secretariat's technical expertise;
5. builds on and/or complements previous work supported by the Secretariat;
6. has evidence of sustainability post-Secretariat support; and/or
7. contributes to the national development plan (in Barbados' case, the National Strategic Plan of Barbados).

The Secretariat should also communicate these country priorities and criteria for selecting interventions clearly to Barbados, especially to the Ministry of Foreign Affairs and Trade, but also to the ministry in charge of the National Strategic Plan. There should be joint commitment from the member state, to ensure joint Secretariat–member state ownership of the framework and priorities.

Conclusion

In sum, it is difficult to assess whether the interventions in Barbados contributed to the Commonwealth Secretariat's Strategic Results Framework's Intermediate Outcomes. There is no doubt that the interventions were aligned with the Secretariat's six thematic pillars, and for some interventions (such as those on maritime boundaries and support for the petroleum sector), the Secretariat's work clearly contributed to the Strategic Plan's Intermediate Outcomes. However, for the majority of interventions, this was not the case. The overall picture of the Secretariat's support for Barbados was one that, despite

having individual pieces of quality, well-regarded interventions, in its totality appeared piecemeal and disjointed.

4.3 Impact

What impact did the interventions have?

The key question under 'Impact' is:

- What impact did the interventions have?

The OECD DAC's definition of Impact is 'the ultimate significance and potentially transformative effects of the intervention'.¹⁵

Measuring impact challenged by lack of targets, indicators, and baselines

An observation about progress ranking: Table 5 (Progress rating against Intermediate Outcomes) is that for the majority of these interventions, there were no targets, baselines or indicators set. Consequently, across the majority of interventions, it was not possible to assess the impact of the individual interventions or what their transformative effects were.

The Strategic Plan's 27 generic indicators were intended to apply to any country or regional programme. However, none of the interventions assessed for this evaluation seemed to have used the Strategic Plan indicators (or tailored versions of these indicators) to assess progress. Activities did not use the indicators as a starting point, nor was reference made to the indicators in descriptions of activities and outcomes.

Compounding the lack of programme-specific indicators was a lack of baselines, which were generally not set prior to interventions being undertaken. This challenged this evaluation's ability to retroactively evaluate interventions, as there was no record of what the situation was before the intervention took place and how the programme team intended for outcomes to be measured.

While intervention targets likely existed, the previously mentioned lack of a Secretariat focal point for Barbados and data management system for country-related documents within

15 OECD/DAC (2019), *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, 11, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

the Secretariat meant that locating original project documents stating this target (and the Intermediate Outcome it was intended to contribute to) was not always possible. As a result, for numerous interventions it was unclear what the target was, and consequently challenging to assess if the target had been achieved.

The Secretariat could consider reintroducing dedicated country or regional focal points, who would have a full overview of its activities in a member state. Given the Secretariat's decreasing budget and staff, it could make sense for these individuals to focus on regions, as opposed to countries.

These individuals would also be accountable for a data management system for all information related to a given country and region, to allow other Secretariat colleagues to quickly gain an overview of what other activities were taking place in a member state.

The Secretariat could also consider complementing the proposed country/regional framework or document described earlier with a country-specific (or regional) monitoring and evaluation framework with a few, key, high-level indicators, targets and baselines. All interventions should align with this framework, and should develop a few, high-quality, SMART¹⁶ indicators, baselines and targets.

Programmatic staff ownership of monitoring and evaluation

In general, programme staff did not seem to assume ownership of identifying indicators, targets and baselines when designing interventions. For monitoring and evaluation to work, Secretariat programme staff need to assume more ownership of:

- identifying indicators, targets and baselines;
- designing a high-level monitoring and evaluation (M&E) framework when designing interventions; and
- systematically tracking progress using this M&E framework.

There needs to be accountability and ownership of M&E processes across programmatic teams. Programme staff should be held accountable for this – for example, by having monitoring and

evaluation built into performance targets and reviews. If monitoring and evaluation is only seen as the domain of the Monitoring and Evaluation Team, and as an exercise to be done retroactively, it loses its value.

Realistically, programme staff will not be able to develop detailed M&E frameworks; however, developing a simple, two or three-page M&E framework with key indicators, targets and baselines as a part of all programme design should be explored.

Low visibility of the Secretariat's work

Country visibility of the Secretariat's activities was relatively low. An interviewee from the Barbados Electoral and Boundaries Commission noted that the Secretariat was not very visible and appeared to work 'under that radar'. The Secretariat should be more proactive in informing key stakeholders (such as government stakeholders), but should also make a wider audience aware of its activities and impact.

Low visibility of the Secretariat's work was compounded by not having an in-country presence, nor a regional presence. This meant that the Secretariat had to make contacts and network from London, which was not an easy feat. In addition, a large part of the Secretariat's work was 'behind the scenes' – e.g. supporting Barbadian ministries to develop new policies. This made attribution and visibility difficult.

For example, experts placed within Barbadian ministries by the Secretariat were often seen as ministry staff – it was not always known that they were funded through the Secretariat. The Secretariat should make government departments more aware of the support on offer and how to access this assistance.

As recommended previously, having a dedicated Secretariat focal point for Barbados could go some way in addressing this issue, as could Barbados putting in place a Steering Group to steer the Secretariat's work in Barbados. This group could also be tasked with bringing attention to the Secretariats' work.

One suggestion from a Ministry of Foreign Affairs and Trade stakeholder was that the Secretariat could develop a country-focused page or online dashboard for each member state on its website, so that Commonwealth members could see what

16 Specific, measurable, achievable, relevant and time-bound.

programmatic interventions the Secretariat is carrying out in their country.

Conclusion

In sum, the impact of the Secretariat's interventions in Barbados was difficult to assess, due to a lack of targets, indicators and baselines and a lack of systematic monitoring and evaluation of activities by programmatic staff. Moreover, visibility of the Secretariat's impact was low.

4.4 Efficiency

How well were resources used?

The key question under 'Efficiency' is:

- How well were resources used?

The OECD DAC defines 'Efficiency' as, '*the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way*'. Efficiency also looks at whether objectives were achieved on time, had sufficient and appropriate staffing resources, and whether implementation of the intervention made effective use of time and resources to achieve results.¹⁷

As set out in Section 1.4 Funding, Barbados contributed a total of £1,227,914 to the three Commonwealth funds between 2013/14 and 2018/19.¹⁸ Conversely, the Secretariat provided £563,748 to Barbados in technical support during the same period. The Secretariat and CYP budgets are financed by assessed contributions from member governments, which are primarily based on capacity to pay. As Barbados is a high-income country, this might partially explain why Barbados contributed more funds to the Secretariat than it received in technical assistance.¹⁹

When broken down by the thematic areas/pillars in the Secretariat's Strategic Plan, Barbados' highest share of programme expenditure was under the Public Institutions pillar (£202,236), amounting to 36 per cent of the total £563,748 in programme expenditure between 2013/14 and 2018/19. The

second highest-funded pillar was Small States, which received £176,477, amounting to 31 per cent of total funding.

This distribution of funds aligns with Table 5 (Progress rating against Intermediate Outcomes), which shows a relatively higher amount of contributions to Intermediate Outcomes under Economic Development, such as the Secretariat's support for Barbados' debt management system and for managing its offshore petroleum industry.

However, the fact that the distribution of funds largely aligns with programmatic activities does in and of itself not tell a story about how efficiently resources were used. As a result, there was not enough evidence to assess the efficiency of the Barbados country programme.

It can be argued that the efficiency of the country programme has been insufficient, as Barbados contributes more to the Commonwealth Secretariat than it receives, for a series of somewhat piecemeal and disjointed interventions, which despite some instances of high quality and sustainability, in its entirety has demonstrated low sustainability and impact.

Conclusion

In sum, this evaluation faced limitations in assessing the efficiency of the overall Barbados country programme, but the general picture of the suite of activities that took place in the country during the evaluation period was one of limited efficiency. For a more granular assessment of efficiency to be made, more data would be required on individual budgets and objectives of programmes (as well as indicators, baselines and targets), while systematic follow-up on results would have had to have taken place to make a qualified assessment of value for money and efficiency.

4.5 Coherence

To what extent did the programme delivery model enable coherence and co-ordination, both within the Secretariat and in Barbados?

The key question under 'Coherence' is:

- To what extent did the programme delivery model enable coherence and co-ordination, both within the Secretariat and in Barbados?

17 OECD/DAC (2019), *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, 10, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

18 The Commonwealth Assessed Contribution Fund (COMSEC), the Commonwealth Fund for Technical Co-operation (CFTC) and the Commonwealth Youth Programme (CYP).

19 World Bank, Barbados, available at: <https://data.worldbank.org/country/BB>.

Barbados' co-ordination of activities

As described in Section 4.1 Relevance, Barbados' co-ordination of Secretariat activities was challenged by:

- Barbadian requests for Secretariat support often bypassing the Ministry of Foreign Affairs and Trade.
- That the ministry in Barbados that has oversight and co-ordination of Barbados' National Strategic Plan is the Ministry of Finance, Economic Affairs, and Investment. However, this ministry was not involved in co-ordinating the Secretariat's work in Barbados.
- The phasing out of primary contact points (PCPs), who were in-country officials who acted as focal points for the implementation of Secretariat support.

As also set out in Section 4.1 Relevance, Barbados' ability to ensure coherence of Secretariat support could be improved by co-ordinating Secretariat support with the Ministry of Finance, Economic Affairs, and Investment (the owner of the National Strategic Plan). Setting up a country-level Steering Group for Secretariat support (consisting of relevant ministries) could also be explored.

The Secretariat's co-ordination of activities

As discussed in Section 4.1 Relevance, the Secretariat's programme delivery model was challenged by not having a single focal point for Barbados or the Caribbean, and the lack of a country programme framework or document. This also impacted its ability to co-ordinate activities and ensure coherence. It should be noted that this was not an issue specific to Barbados, but a wider challenge for the Secretariat.

The Secretariat's ability to co-ordinate activities and ensure coherence was also challenged by the closing of the Commonwealth Youth Programme Caribbean Centre in Georgetown, Guyana, which had acted as a de facto Caribbean hub for the Secretariat. A stakeholder from the University of the West Indies commented that the Secretariat's technical assistance had become more ad hoc following the closure of the centre, which had

provided the Secretariat with a regional presence from which to co-ordinate its work.

Conclusion

In sum, the programme delivery model, both within the Secretariat and in Barbados, did not enable coherence and co-ordination. As recommended in Section 4.1. Relevance, the Secretariat could consider reintroducing a structure with country or regional focal points, who have a full view of country and regional programming. This would greatly contribute to country programme coherence.

4.6 Sustainability

To what extent have outcomes lasted, or are likely to last?

The focus key question under 'Sustainability' is:

- To what extent have outcomes lasted, or are likely to last?

The OECD DAC defines 'Sustainability' as 'The extent to which the net benefits of the intervention continue or are likely to continue'.²⁰

Across interventions, sustainability was low

Due to the often unco-ordinated and fragmented nature of the Secretariat's support, sustainability across interventions was generally low. There were some exceptions, such as the Secretariat's work to support Barbados' development of cybercrime legislation, a national cyber security strategy and cyber security policies. As a result of the programme, there were indications that some ministries were allocating more funds to counter cybercrime.

However, examples of sustainability, whereby interventions were absorbed and continued by Barbadian agencies, were few, and the majority were one-off pieces of work. This may reflect the nature of these programmes (which has been touched on previously) – that they were generally small scale and short term.

Paradoxically, many of the interventions which were started, but never finalised or built into Barbadian agency structures and processes, were in fact

20 OECD/DAC (2019), *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, 12, available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>.

highly valued by Barbados. Several stakeholders lamented that interventions did not continue or were not finalised.

Examples of programmes that were well-received, but did not continue for various reasons, include:

- The Barbados government expressed a keen interest in continuing its role as a pilot for the *Law and Climate Change Toolkit* over the next stages of its development. An official request was put through to the Secretariat from the Barbados government for support with climate change legislative drafting, but no further activities took place, possibly due to lack of follow-up as a result of staff turnover within the Secretariat.
- Despite a great deal of work going into developing Barbados' Youth Development Index, the index was never finalised due to challenges around funding and the labour intensity of collecting and disaggregating data.
- The Secretariat in 2015 commissioned a resilience study of four Commonwealth Caribbean countries, including Barbados. However, despite findings being shared with Barbados, a final synthesis report of the studies was not developed.
- The Secretariat organised a Human Rights Leadership Seminar for Permanent Secretaries in Barbados in November 2014, on international human rights norms and mechanisms. The permanent secretaries were very positive about the seminar and requested follow-up support to set up human rights reporting mechanisms and to hold a similar workshop for government ministers and parliamentary secretaries. However, this did not take place.
- Following the closure of the Guyana Youth Centre, Barbados offered to host a regional focal point for youth, funded by the Secretariat. However, according to a representative from the Ministry of Foreign Affairs and Trade, this did not happen due to funding issues.
- The Commonwealth Alliance of Young Entrepreneurs – Caribbean & Canada C&C (CAYE) is no longer active. A stakeholder interviewed for this evaluation noted that a contributing factor may have been the

composition of CAYE C&C. The alliance ended up being composed of entrepreneurship organisations, rather than individuals.

Turnover within those organisations meant that individuals trained by the Secretariat left. This meant that there was no one to carry forward the work.

The Secretariat cannot 'do it all', especially within the context of a decreasing budget. For many unsustainable interventions, there was very likely just not enough funding. However, more preference should be given to interventions where there is clear evidence of sustainability. This is why having clear criteria for selecting programmes (as proposed in Section 4.1 Relevance) would be helpful. By having such criteria in place, the Secretariat would be able to provide consistent, evidence-based reasoning for declining funding requests, such as a lack of evidence of sustainability. It would also incentivise member states to provide evidence of how interventions could be made sustainable.

Lack of regional presence impacted sustainability

Despite the general unsustainable nature of interventions, there were also example of ones that were sustainable. For example, the now-closed Commonwealth Youth Programme (CYP) Caribbean Centre's work with the University of the West Indies (UWI) to develop and provide modules for a BSc in Youth Development. UWI subsequently took full ownership of the modules and integrated them into the BSc.

It is telling that this work was driven largely by the now-closed Youth Centre in Guyana. Not having a regional hub or presence likely exacerbated the lack of sustainability of the Secretariat's programming, due to not have a regional presence to track progress.

According to interviewees, the Youth Centre allowed for a much higher degree of contact with regional partners, allowing the Secretariat to deliver better programming. Staff '*knew the environment*' and '*made a lot of progress*'. Now that all staff were London-based, everything was '*further away*'.

This shift away from having a regional presence, particularly in the youth area, meant that Secretariat support had moved from being bottom-up to being more top-down, and youth workers were less involved in the process.

There is no easy fix for the lack of an in-country or regional presence in the Caribbean, especially given the Secretariat's funding situation. Perhaps having a dedicated country/regional focal point within the Secretariat, matched with a Barbadian Steering Group made up not just of the Ministry of Foreign Affairs and Trade, but also the ministry in charge of the National Strategic Plan of Barbados, would go some way to improving sustainability and addressing the lack of a regional presence.

Conclusion


In sum, there were some examples of sustainability, where a Barbadian agency absorbed and funded the continuation of Secretariat interventions. However, in general, sustainability was low. This was likely due to a combination of the Secretariat's decreasing funds, staff turnover and a lack of a regional presence following the closure of the Youth Centre in Guyana.

5. Lessons Learned and Recommendations

Recommendations for the Secretariat

Lesson learned	Recommendations					
<p> Focus and coherence</p>	<ul style="list-style-type: none"> • Unco-ordinated approach to selecting interventions within the Secretariat. • No full Secretariat overview of programmatic activities in Barbados. • No central information repository for Barbados within the Secretariat. • Low in-country visibility of the Secretariat's work. 	<ul style="list-style-type: none"> • Focus on a few, in-depth, high-quality interventions with a high potential for sustainability. This would deliver better value for money for the Secretariat and impact for Barbados, compared to working across all pillars and the majority of Intermediate Outcomes. 	<ul style="list-style-type: none"> • Develop a country framework. Using the Secretariat's Strategic Plan as a basis, the Secretariat should explore developing a country or regional framework (or, alternatively, a shorter country document) to guide its support. This should be agreed with and co-owned by the member state and would consist of broad priorities for the country/region. 	<ul style="list-style-type: none"> • Set criteria for choosing interventions, such as: <ol style="list-style-type: none"> 1. alignment with the Strategic Plan; 2. contribution to Intermediate Outcomes; 3. ability to measure progress using a Strategic Plan indicator; 4. alignment with Secretariat technical expertise; 5. building on and/or complementing previous work; 6. evidence of sustainability post-Secretariat support; and/or 7. contributing to the country's national development plan. 	<ul style="list-style-type: none"> • Re-introduce dedicated country or regional focal points, who would have a full overview of the Secretariat's activities in the member state. 	<ul style="list-style-type: none"> • Develop a country-focused page or online dashboard for each member state on the Secretariat website, so that Commonwealth members can see what programmatic interventions the Secretariat is carrying out in their country.
<p> Monitoring and evaluation</p>	<ul style="list-style-type: none"> • Interventions did not use the Strategic Plan indicators (or tailored versions of these indicators) to assess progress. • A lack of baselines, which were generally not set prior to interventions being undertaken. 	<ul style="list-style-type: none"> • Using the Secretariat's Strategic Plan as a basis, develop a country-specific (or regional) monitoring and evaluation framework with a few, key, high-level indicators, targets and baselines. All interventions should align with this framework, and should develop a few, high-quality, SMART indicators, baselines and targets. 	<ul style="list-style-type: none"> • Empower and train programme staff to set baselines, indicators and targets, and to monitor progress. Staff should be held accountable for doing this. 	<ul style="list-style-type: none"> • Develop clear processes and frameworks for setting baselines, indicators and targets, and for monitoring progress. 	<ul style="list-style-type: none"> • Train programme staff in setting baselines, indicators and targets, and in monitoring progress. 	<ul style="list-style-type: none"> • Consider having monitoring and evaluation built into performance targets and reviews for programme staff.
<p> Target group</p>	<ul style="list-style-type: none"> • Target groups: A lack of analysis around how the intervention impacted target group(s). 	<ul style="list-style-type: none"> • Identify the intervention target group(s) in programme design documents (and/or by developing a theory of change for the intervention) and, to the extent possible, monitor impact on the target group subsequent to the intervention. 				

Recommendations for Barbados

Lesson learned	Recommendation			
 Focus and coherence				
<ul style="list-style-type: none"> • Unco-ordinated approach to requesting interventions (between Barbadian agencies). • Activities were not designed using the National Strategic Plan of Barbados as a starting point. • Low visibility of the Secretariat's work. 	<ul style="list-style-type: none"> • Co-ordinate Secretariat support through the Ministry of Foreign Affairs and Trade, but also the Ministry of Finance, Economic Affairs, and Investment, which is in charge of Barbados' National Strategic Plan (the country's national development plan). 	<ul style="list-style-type: none"> • Explore setting up a country-level Steering Group for Secretariat support for a given country, made up of relevant ministries (such as the Ministry of Foreign Affairs and Trade and the ministry responsible for a country's national development plan), as well as two or three other ministries leading on the Secretariat priority areas for a country. 	<ul style="list-style-type: none"> • The Ministry of Foreign Affairs and Trade should be responsible for co-ordinating this group. 	<ul style="list-style-type: none"> • The Steering Group's responsibility would be to steer technical assistance for a country, ensuring complementarity between activities and avoiding overlaps.

6. Conclusion

This first evaluation into the Commonwealth Secretariat's support for Barbados paints a picture of a programme that is relevant to the country, but not necessarily using the national development priorities as a starting point.

A number of success stories emerged from the country programme, such as Barbados completing the Barbados National Energy Policy (BNEP), signing maritime boundary agreements with Saint Lucia and Saint Vincent and the Grenadines, and Barbadian stakeholders participating in a number of international meetings to advocate for their priorities and to share valuable experience.

The country programme was also challenged – mainly by an unco-ordinated delivery model which was sometimes ad hoc, little oversight of the programme by both the Secretariat and Barbados, and a lack of a Commonwealth regional presence.

This evaluation has provided a number of recommendations to improve this delivery model, in order to particularly improve the relevance, coherence, effectiveness and sustainability of the Secretariat's work. This could be by, for example, focusing on a few, quality interventions, developing a country – or regional – framework (complemented by an M&E framework), setting criteria for choosing interventions, and reintroducing dedicated country or regional focal points.

This report has also made recommendations for Barbados, to ensure that interventions are aligned with its National Strategic Plan, and to move away from unco-ordinated and sometimes ad hoc funding requests, which result in a disjointed country programme.

The evaluation proposed that, going forward, Barbados should continue to co-ordinate its Secretariat support through the Ministry of Foreign Affairs and Trade, as well as the Ministry of Finance, Economic Affairs, and Investment (the owner of its National Strategic Plan). Barbados could also

explore setting up a country-level Steering Group for Secretariat support.

Ultimately, the Secretariat, with a diminishing budget and 54 member states cannot 'do it all'. It needs to identify what its comparative advantages are in a field of other development actors. The Secretariat is undergoing a timely process to develop a theory of change for its overall programmatic work and for individual thematic areas. This is a welcome development and will contribute to improving the coherence and effectiveness of its country programme work.

There is no doubt that the Secretariat has a unique role to play. The Commonwealth has significant convening power and holds high trust and credibility with member state governments. It is also highly effectual at fostering South–South co-operation, and at bringing attention to issues that other development actors may not be able to. An excellent example of this is the forward-thinking joint consultation on the inclusion of LGBTI persons co-hosted by the Secretariat in Barbados in 2019.

Having graduated from official development assistance (ODA) in 2011, Barbados, as a high-income country, is now at a cross-roads regarding what role to play going forward vis-à-vis its relationship with the Secretariat. Within the context of the Secretariat's South–South work, there is potential for Barbados, with its stable political situation and well-run elections, to act as a 'best practice' example for other Commonwealth member states.

Barbados also faces new and growing challenges, such as how to manage its natural resources and, most importantly, addressing climate change. Working with the Secretariat to access high-quality technical expertise for niche projects related to these challenges, coupled with a role as a best practice example, could very well be a role that Barbados can play going forward.

Annex 1. Terms of Reference

Evaluation of the Commonwealth Secretariat's support to Barbados 2013/14–2016/17

1. Introduction

The Commonwealth Secretariat is an intergovernmental organisation established in 1965 with 53 member countries across the globe, bringing together 2.2 billion citizens. The organisation promotes democracy, rule of law, human rights, good-governance, social and economic development and is also a voice for small states and youth empowerment. The Secretariat work is guided by its Charter that affirms the core Commonwealth principles (*of consensus and common action, mutual respect, inclusiveness, transparency, accountability, legitimacy and responsiveness*) and by its Strategic Plan.

In response to the evolving development context and demands of member states and other stakeholders, the Secretariat has adopted an increasingly results-oriented approach. Guided by the Strategic Plan and Evaluation Plan, a select number of Independent Evaluations and Country Evaluations are commissioned each financial year to respond to member states' demands for accountability, as well as the Secretariat's need for learning and organisational improvements.

The overall aim of the Evaluation function is to determine the relevance, efficiency, effectiveness, impact and sustainability of a programme, policy or project so as to incorporate lessons learned into the decision-making process. As such, it requires gathering, analysing, interpreting and collating information. To be effective, evaluations must be well designed, meet accepted standards for data gathering, quality and analysis and be well managed.

The Secretariat's Country Evaluations are designed to fulfil a number of functions:

- they are an instrument of accountability to member governments, providing an assessment of effectiveness, relevance, impact and sustainability in delivering results of the Secretariat's projects, programmes and special activities in member countries;
- they guide policy and planning decisions by providing feedback on the performance

and quality of the Secretariat's portfolio of development and democracy work;

- they provide an opportunity to identify and disseminate organisational lessons to guide the future work of the Secretariat in a particular country or region, and generally across its membership; and
- they assess the contribution versus the benefits that individual member states attain from the Secretariat's service delivery.

2. Context

The Strategic Plan 2013/14–2016/17 evaluation noted that the Secretariat should do more 'evaluative monitoring' to reduce its reliance on costlier external evaluation. As the Secretariat matures in the monitoring function, it is anticipated that the evaluation function will endeavour to bridge the outcome monitoring gap through evaluative monitoring. As outcomes take a long time to materialise, outcomes of projects implemented in the 2013/14–2016/17 Strategic Plan will only be realised in the next strategic period (2017/18 – 2020/21).

Building on the Secretariat's 'Impact Pathway' approach to results-based planning, monitoring and evaluation, an evaluation framework that applies qualitative evaluative monitoring methodologies such as outcome mapping, outcome harvesting and case studies will be applied.

Country-focused evaluative monitoring will take a holistic approach to the Secretariat's engagement in the selected country in assessing outcomes and impact. These studies will be conducted internally by the SPPD Evaluation Team, increasing the scope and reach of the study over the strategic plan period. The selection criteria used for the countries to be evaluated include:

- a. *an adequate geographic balance of nations;*
- b. *no previous country evaluation conducted;*
- c. *the size (number and value) of activities supported by the Secretariat;*
- d. *a balance between small nations and others; and*
- e. *a balance between varying levels of development;*

3. Purpose and Scope of Assignment

The Country Evaluation is an internal evaluation led by the Strategy, Portfolio and Partnership Division. The purpose of Country Evaluations is to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to the target member state. The study will cover the four-year period of the Strategic Plan 2013/14–2016/17 as the common base for all country evaluations. However, depending on when the evaluation takes place, information collected should be up to date to the time of the study that will include the current strategic plan period 2017/18–2021/22. The evaluation will provide an independent opinion on the design, performance and results of all the Secretariat's programme in the targeted member state. It will also make recommendations from both the strategic and operational perspectives to optimise the utilisation of resources in achieving sustainable impact. Specifically, the evaluation will:

- review the extent to which the Secretariat support was relevant to the priorities of the targeted member country, and consistent with intermediate outcomes of the Strategic Plan;
- assess outcomes and impact achieved over the evaluation period and the level of sustainability of the results;
- assess member state contribution to Secretariat's funds and the benefits realised over the review period and conduct a contribution–benefit analysis, assessing value for money for the member country;
- review the delivery model of programmes in the member state, including communication and programme co-ordination in-country, highlighting lessons and areas for improvements; and
- identify issues, challenges and lessons learned and make recommendations on the overall Secretariat's programming.

4. Approach and Methodology

One of the primary focuses of the Country Evaluations is to assess if there has been any outcomes or impact that can be attributed to the contribution of the Secretariat to the member state. It is very difficult to assess the contribution of the Secretariat in the midst of different development

players, and in some cases where the Secretariat's contribution has been limited. In that regard, a mix of qualitative methodologies will be used to try and ascertain the changes that have occurred and evidence their links to the Secretariat. Some of the methodologies that will be used include the Secretariat's developed '*Impact Pathway*', outcome harvesting, outcome mapping and case studies.

Based on the above evaluation methodologies informing the questions and tools development, the Evaluation Team will include the following key steps in the conduct of the evaluation for information collection, analysis and report writing during the study:

- National country documentations, including strategy documents and reports available publicly will be reviewed to provide context and address the general evaluation questions.
- Desk review of all projects and interventions delivered in the target country. Project design documents with their monitoring plans and results reports will be reviewed. All key documentations including back-to-office reports (BTORs), research reports, progress reports from consultancies etc. will be reviewed to address the specific evaluation questions.
- Focus group discussions and interviews will be held with project teams to better understand the programme theory, qualify/contextualise the results documented and seek responses to specific questions that will emerge from the literature review.
- Field visits will be conducted to the target country to meet key stakeholders, boundary partners, beneficiaries and others who may have engaged with the interventions. These visits will allow the evaluation team to triangulate desk findings, verify results information, and collect raw data on the evaluation questions in the evaluation framework. Where possible, focus group discussions will be held with teams/beneficiaries directly engaged with the Secretariat's programmes.
- Specific engagements will be conducted with national-level monitoring and evaluation units, planning and statistical units to aggregate national information and also verify national statistics and policy positions.

In order to maximise access to key stakeholders, where possible, the timing for these studies will coincide with any country, regional or Pan-Commonwealth meetings or events taking place in the target country. Evaluation Teams, where possible, can also hold side review meetings alongside these meetings/events.

5. Deliverables

- **Inception Report** incorporating the revised Terms of Reference and Country Evaluation Framework and data collection tools.
- **Evaluation Report:** The report, following the desk review, interviews, survey and field work, will include all the findings, analysis, lessons and recommendations. Case studies will be used in the representation of the some of the information.
- **Impact Stories:** These will be a core output of each of the field visit. They will be stand-alone case studies where there is strong evidence of impact. These will be published separately with photos where appropriate. The impact stories will be used to supplement progress reports and published for wider access.
- **Synthesis Studies Themes:** Emerging themes from completed country evaluations and impact stories will be identified for further analysis and synthesis to provide a regional or pan-Commonwealth picture.
- **Dissemination seminar:** presenting and validating the evaluation findings and recommendations.
- **Evaluation summary report:** A short document that highlights key findings and can be easily accessible and used for decision-making.

6. Schedule and Level of Effort

The study is planned to commence in June 2018. It is estimated that at least a team of two staff will be involved led by a team member of Strategy, Learning and Innovation. The study is to be completed within three months from inception. Travel and Daily Subsistence Allowance expenses related to country field visits will be covered by

the Country Evaluation budget in line with the Secretariat's Travel Policy.

7. Technical Requirements

The Evaluation Team should demonstrate the following:

- substantive knowledge and experience in undertaking reviews, evaluations and critical research;
- knowledge and experience of policy and programming matters, as well as challenges and issues in global and national development and democracy;
- ability to handle and analyse big datasets, and conduct multicountry reviews;
- excellent communication skills, both spoken and written English, including experience in the production of clear and concise reports for international/inter-governmental institutions, and delivery of messages to a diversified audience;
- in-depth understanding of the work of the Commonwealth; and,
- familiarity with the Sustainable Development Goals and international governance architecture.

8. Evaluation Team Selection Criteria

To be selected to participate on the Country Evaluation Team, the staff member should:

- be objective and able to view the progress or lack of it from a learning perspective;
- be balanced, critical and able to independently lead and facilitate discussions with both internal and external stakeholders;
- not be a part of the programme team for projects being evaluated in the targeted country; and
- be able to engage with and represent the Secretariat at key meetings, and present and defend the evaluation findings to external and internal stakeholders.

9. Evaluation Team

The Country Evaluation Team is composed of the following:

- **Head of Evaluation and Learning – Team Leader:** Accountable for the overall evaluation study; lead the evaluation study, including preparation of evaluation tools, desk review, data/information collection, analysis and reporting; lead the team on the field visit; lead the preparation and presentation of the evaluation report.
- **Programme Officer:** Support desk review; support data collection; support communication with internal and external stakeholders; circulate data collection tools; schedule interviews; facilitate field visits logistics; support analysis and reporting; participate and prepare minutes for meetings, including presentation of report and follow-up meetings.
- **External Consultant:** Conduct desk review; conduct interviews and participate in field visits; facilitate focus group discussions as required; conduct analysis of data and information; support preparation of evaluation report; support presentation of the evaluation findings.

Annex 2. Key Activities in Barbados during the Evaluation Period

Table A1. Key activities in Barbados during the evaluation period

Overview of activities
<p>Democracy</p> <ul style="list-style-type: none"> • Member of the Commonwealth Ministerial Action Group (CMAG) (2018–20). • Four visits by the Secretary-General. • A Commonwealth Observer Group led by the former Prime Minister of Barbados observed elections in Guyana in February 2020. • In December 2019, Barbados' Chief Electoral Officer took part in a Commonwealth Observation Group mission to observe elections in Dominica. • The Barbadian Chief Electoral Officer was a part of the Commonwealth Observer Group for Zambia's August 2016 elections. • Barbados took part in the Commonwealth Electoral Network (CEN). • The Barbados Electoral and Boundaries Commission (BEBC) participated in a Commonwealth Election Professionals Caribbean training event in March 2018. • The foreign minister of Barbados chaired the Commonwealth Ministerial Committee on the Belize–Guatemala border dispute in May 2016. • In February 2020, electoral officials from across the Caribbean attended a masterclass on efficient, credible and inclusive elections in Barbados. • Judges, prosecutors and investigators from Commonwealth countries met in Barbados, in March 2019, for the Commonwealth Caribbean Electronic Evidence Training Programme for Justice. • Participants from Barbados attended the Caribbean Regional Youth Summit on Youth Violence Prevention in Guyana. • A Barbadian stakeholder attended a Caribbean Senior Officials Workshop on CVE in Prisons, held in July 2018. • A Barbadian stakeholder attended a Caribbean Financial Action Task Force (CFATF) CVE Workshop for Judges and Prosecutors in Guyana in May 2018. • In partnership with the Global Centre on Cooperative Security, the Commonwealth organised a workshop in Barbados, for senior officials from the Prisons Services of Barbados in October 2018.
<p>Public Institutions</p> <ul style="list-style-type: none"> • Since 2016, the Commonwealth Small States Office in Geneva has provided technical support on Universal Periodic Review reporting to Barbados. • Two senior officials from Barbados participated in a workshop entitled Caribbean Regional Best Practice Knowledge Platform on UPR and Treaty Bodies in Grenada in June 2018. • The Commonwealth provided technical assistance to the Ministry of Foreign Affairs and Trade of Barbados to develop a guidance note for Barbados on establishing a national human rights institution (NHRI). • The Commonwealth organised a Human Rights Leadership Seminar for Permanent Secretaries in Barbados in November 2014.

(Continued)

Table A1. Key activities in Barbados during the evaluation period (Continued)

Overview of activities
<ul style="list-style-type: none"> • In October 2019, Barbados hosted a joint consultation on inclusion of LGBTI persons in the economic, social and cultural spheres and on the eradication of violence and discrimination based on sexual orientation and gender identity in the Caribbean. • In June 2020, the Barbadian Attorney General and minister of legal affairs took part in the annual conference of the Commonwealth Caribbean Association of Integrity Commissions and Anti-Corruption Bodies (CCAICACB). • The Commonwealth piloted a Law and Climate Change Toolkit in Barbados in July 2018 to support lawmakers in assessing national laws and outlining reforms to implement the Paris Agreement. • The Commonwealth delivered specialist cybercrime security awareness advice to a National Cybercrime and Cyber Security Awareness workshop in Barbados in June 2016. • A stakeholder from Barbados participated in a meeting of the Commonwealth Network of Contact Persons in February 2018. • Barbados is making use of the Commonwealth Secretariat's Legal Exchange – a knowledge portal launched in 2017 that supports member countries by providing access to the laws of all 52 states. • A legislative drafter from Barbados was trained through the Commonwealth's six-month legislative drafting programme, delivered through the University of the West Indies. • The Commonwealth organised and facilitated legislative drafting seminars in 2011, 2013 and 2014 for legislative drafting experts, including from Barbados. • Two workshops were held in Barbados in collaboration with the Improved Access to Justice in the Caribbean (IMPACT) Project.
Public Administration
<ul style="list-style-type: none"> • The Barbadian minister of industry, international business, commerce and small business development took part in a Commonwealth International Tax Roundtable in London in June 2016. • A representative from the Barbados High Commission in London participated in Tackling Corruption Together, a major anti-corruption summit hosted by the Commonwealth in May 2016. • A Regional Internal Audit and Public Procurement Roundtable Meeting was held in Barbados in June 2016.
Social Development
<ul style="list-style-type: none"> • In 2017, the Commonwealth funded the Healthy Caribbean Coalition to develop the 'Getting National NCD Commissions Up and Running' resource, co-written by the senior health promotion officer in the Ministry of Health and Wellness, Barbados. • A representative from Barbados was a part of the core working group to develop a school leadership capability framework. • Learners from Barbados completed a Caribbean Vocational Qualification Assessor (CVQ) online course, supported by the Commonwealth of Learning in February 2018. • High-level representatives from Barbados took part in the 19th Conference of Commonwealth Education Ministers (19CCEM) in The Bahamas in 2015. • As a part of the 19CCEM, a Small States Forum was held, which was chaired by Barbados' minister of education, science, technology and innovation. • A Commonwealth-organised stakeholder consultation on women's political empowerment took place in Barbados in July 2017. The focus was the report, <i>Women and Political Parties in Five Small States of the Commonwealth Caribbean</i>. • In November 2018, the Commonwealth held a two-day meeting to enhance women's political participation and leadership in the English-speaking Caribbean.

(Continued)

Table A1. Key activities in Barbados during the evaluation period (Continued)

Overview of activities
Youth
<ul style="list-style-type: none"> • The Commonwealth began working with the Barbados Ministry of Culture to develop a Youth Development Index (YDI). • In October 2017, two youth representatives from Barbados participated in Portraits of the Caribbean, a four-day workshop focused on countering extremism through creativity. • In November 2018, the Barbadian minister of youth and community and the director of youth in the Barbados Ministry of Youth and Community Empowerment attended the second meeting of the Commonwealth Youth Ministerial Taskforce in Malta. • A young Barbadian is serving on the Commonwealth Youth Council (CYC) for the period 2018 to 2020. • The Commonwealth worked with the Caribbean Development Bank (CDB) to develop its first Youth Policy and Operational Strategy. • The Commonwealth co-organised a regional training workshop in June 2015 on Evidence-based Policies on Youth Development in the Caribbean, in Barbados. • Barbados was an active participant in the Commonwealth Youth Ministers Meeting (CYMM). • The Commonwealth worked with Commonwealth ministries of youth and youth organisations to develop the Commonwealth Plan of Action for Youth Empowerment (PAYE). • The Commonwealth worked with the University of the West Indies (UWI) to develop and provide modules for a BSc in Youth Development Work at UWI. • In 2013, a young Barbadian was one of the winners for the Commonwealth Youth Awards for Excellence in Development. • The Commonwealth supported Barbados to develop a national strategy and action plan for using sport as a development tool. • The Barbadian minister for sports attended the 7th Commonwealth Sports Ministers Meeting (7CSMM) in Glasgow in July 2014. • A youth entrepreneur from Barbados chaired the Caribbean & Canada regional group the Commonwealth Alliance of Young Entrepreneurs – Caribbean & Canada.
Economic Development
<ul style="list-style-type: none"> • Since 2019, Barbados has been leading the regulatory connectivity cluster for the Commonwealth Connectivity Agenda (CCA) and participated in a Commonwealth Connectivity Agenda Cluster Week in August 2019 in London. • The Hub and Spokes programme provided technical assistance and advisory support to Barbados through a regional trade adviser based at the CARICOM Secretariat. • The Hub and Spokes adviser co-ordinated 19 students from the University of the West Indies, Cave Hill Campus, in Barbados to take part in a mission to Jamaica focused on the CARICOM Single Market and Economy. • The CARICOM regional trade adviser also supported Barbados directly through technical advice for the CARICOM Office of Trade Negotiations. • The Secretariat co-hosted a workshop in Barbados in April 2019 on how the region's business climate could be improved to help entrepreneurs and encourage investment. • In October 2015, Barbados hosted a meeting for Commonwealth Caribbean countries in preparation for the 10th WTO Ministerial Conference in Nairobi. • Barbados hosted a Conference on Financing for Development in Small States in March 2015, in the lead-up to the Third International Conference on Financing for Development (FfD).

(Continued)

Table A1. Key activities in Barbados during the evaluation period (Continued)

Overview of activities
<ul style="list-style-type: none"> • The Commonwealth organised a series of briefings to support Commonwealth UN-representatives to prepare for the Third International Conference on FfD. • The Commonwealth worked with the Ministry of Finance and Economic Affairs, the Bank of Barbados and the Treasury Department to record Barbados' securities in the Commonwealth Secretariat Debt Recording and Management System (CS-DRMS). • The Commonwealth provided policy advice on reform of institutional arrangements, legal frameworks and borrowing policies related to debt management. • Debt managers from Barbados participated in e-learning courses on public debt management held by the Secretariat. • In 2018, the Secretariat began to replace its previous debt management system, CS-DRMS, with Meridian, a new debt management system. Barbados was a pilot Meridian country. • Meridian training was provided to staff from the Ministry of Finance and Economic Affairs, the Bank of Barbados and the Treasury Department. • In 2015, the Secretariat worked with the Ministry of Finance and Economic Affairs in Barbados to develop a <i>Debt Bulletin Report</i>. • Barbados and Saint Vincent and the Grenadines reached an agreement on their maritime boundary in August 2015, supported by engagement in regional maritime boundary training conducted by the Commonwealth Secretariat in Saint Lucia in February 2014. • In May 2020, the Minister of Finance from Barbados was a panellist in a Secretariat-organised virtual seminar on Tourism, Debt and Disaster Risk Management, which was part of a wider Commonwealth Virtual Seminar Series: The Economics of COVID-19. • In August 2016, Barbados signed a maritime boundary agreement with Saint Lucia after the Commonwealth brought together Caribbean government officials for working sessions on unresolved marine boundaries and to examine ocean governance. • The Commonwealth provided advice on and assistance with the review and revision of the economic, legal and regulatory framework for the offshore petroleum sector in Barbados. • The Commonwealth supported Barbados to apply for and secure US\$550,000 from the UN-India Fund to empower local businesses' participation in the supply of goods and services to the oil and gas, and energy sectors. • It supported Barbadian delegates to participate in the Sixth Meeting of the New Petroleum Producers Discussion Group (NPPDG) in London in 2018. • The Commonwealth supported Barbados to develop an Oceans Economy and Trade Strategy.
Small States and Vulnerable States
<ul style="list-style-type: none"> • In 2015, the Secretariat commissioned four studies of Commonwealth Caribbean countries, including Barbados, on their resilience in the economic, social, environmental development and governance areas. • In 2014, a senior economist from Barbados participated in the Commonwealth's Third Global Biennial Conference on Small States in Saint Lucia. • The Commonwealth Small States Office in Geneva provided support for Barbados on Universal Periodic Review (UPR) reporting. • Barbados took part in the Global Biennial Conferences on Small States organised by the Secretariat in 2016 and 2019. • The Commonwealth national climate finance adviser for Barbados supported the government in securing US\$74,400 for two climate adaptation projects. • In March 2019, the Secretariat undertook a regional scoping study to identify barriers to climate investment faced by the private sector in Barbados and four other Caribbean countries.

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Annex 3. Strategic Results Framework 2013/14–2016/17

No.	Intermediate Outcome	Indicators
Democracy		
1.1	CMAG is well-informed and supported to protect and promote Commonwealth values and principles	# of member states engage with CMAG under the enhanced mandate to respond positively to and implement CMAG's recommendations
1.2	Member states engage with and benefit from the strengthened Good Offices of the Secretary-General	# of identified member states engaged in Good Offices capacity that implement policy changes that reflect the advice from the Secretary-General and his/her Envoys and Advisers
1.3	Member states conduct fair, credible and inclusive elections	# of member states whose electoral framework has been strengthened to meet national, regional and Commonwealth standards, as indicated by: <ul style="list-style-type: none"> • Legal and constitutional frameworks in place • Institutional capacity and independence • Procedures in place
		# of member states where at least 10% of COG recommendations are in the process of being implemented within 12 months of the election taking place
		# of member states adopting best practises and principles emerging from the CEN in enhancing their national electoral processes
		# of national electoral management bodies that embed best practices and principles emerging from the CENs in enhancing their electoral processes
1.4	Values of 'respect and understanding' advanced	% of student participants in the Commonwealth Class Programme who report that their learning about the Commonwealth has improved their understanding of global issues
Public Institutions		
2.1	Effective institutions and mechanisms for the promotion and protection of human rights	# of targeted member states with new or more effective National Human Rights Institutions as indicated by: <ul style="list-style-type: none"> • Enabling legislation adopted and compliant with Paris Principles • Fully operational • Movement towards 'A' status
2.2	Improved and constructive engagement of member states in the UN's UPR process	# of targeted member states that engage constructively with the UN UPR as indicated by: <ul style="list-style-type: none"> • Quality reporting to the UN Human Rights Council • Undergoing examination in a constructive manner • Implementing accepted recommendations
		# of key regional human rights issues progressively addressed by Commonwealth Parliamentary Human Rights Groups

(Continued)

No.	Intermediate Outcome	Indicators
2.3	Effective mechanisms ensuring the autonomous and harmonious operation of three branches of government and strengthened independence of the judiciary	# of member states with issues on the separation of powers that reform their constitutional and statutory provisions in order to uphold the Commonwealth (Latimer House) Principles
		# of member states with issues on the appointment and removal of judges that establish procedures which provide for the appointment, discipline and removal of judges in accordance with the Commonwealth (Latimer House) Principles
		# of member states without continuous judicial education and adequate resources for the judicial system that institute reforms to strengthen the cognitive and institutional aspects of the independence of the judiciary
2.4	National institutions effectively facilitating the administration and delivery of the rule of law and justice	# of member states with weak capacity and judicial institutions using Secretariat guidelines, tools and model laws/ regulations to strengthen the administration and delivery of justice
		% of member states without the relevant constitutional and statutory provisions that make substantial progress in creating legal frameworks for the (i) effective delivery of justice and (ii) promotion of reforms conducive to sustainable development
		# of member states where justice and law enforcement institutions are weak that effect administrative reforms to strengthen those institutions
2.5	Improved public administration	# of member states with effective, accountable and transparent targeted public institutions in the efficient delivery of services as indicated by the existence and functioning of at least 5 of 9 institutions outlined below: <ul style="list-style-type: none"> • Public Policy Co-ordination and Implementation Unit • Public Service Commission • Ministry of Establishment • Public Procurement Regulatory Agency • Internal Audit Department • Supreme Audit Institution • Public Accounts Committee • Finance Committee of Parliament • Anti-Corruption Agencies
Social Development		
3.1	Strengthened national frameworks and policies improve health outcomes	# of Member states with up-to-date policies and regulatory mechanisms to meet international health care delivery standards
3.2	Strengthened national policies and frameworks improve education outcomes	# of Member states with up-to-date policies, regulatory mechanisms and standards for the implementation of quality teaching and learning systems

(Continued)

No.	Intermediate Outcome	Indicators
3.3	Gender equality and the empowerment of women effectively mainstreamed into member state policies, frameworks and programmes and Secretariat's projects	# of targeted member states whose national Policy formulation and planning processes of member states reflect and demonstrate gender equality and empowerment
3.4	Improved capacity building for social development	# of Member states have the ability to formulate policy and planning processes for social development priorities
Youth		
4.1	National and pan-Commonwealth frameworks advance social, political and economic empowerment of young people	# of member states implementing reform actions to establish or strengthen the policy environment for youth empowerment
		# of member states taking action to further the professionalisation of youth work
		# of member states adopting sport as an intentional approach to advancing development and peace as indicated by: <ul style="list-style-type: none"> • Specific policy instruments • National co-ordination and cross-sectoral mechanisms
4.2	Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives	# of national, regional and pan-Commonwealth youth-led networks and platforms set up or strengthened
		# of targeted national, regional and international institutions and individuals demonstrating increased impact in youth development and youth-led programming
Economic Development		
5.1	Effective policy mechanisms for integration and participation in the global trading system	# of Member states that effectively formulate trade policy, negotiate and implement international trade agreements
		# of Member states that implement export development and competitiveness strategies
5.2	Commonwealth principles and values advanced in global development and financing decisions	# of Commonwealth position papers on global development and financing decisions formally recognised at G-20 and post-2015 MDG framework, among others
5.3	National frameworks facilitate effective debt management	# of Member states that reform their management of public debt
		# of Member states that effectively utilise the Secretariat's debt management systems to proactively manage their debt
5.4	Strengthened, equitable and sustainable management of maritime and other natural resources	The degree of integration between policies and legislation in member states for the management and governance of natural resources
		# of reformed/established governance frameworks and institutional arrangements in member states that promote and support the sustainable management of natural resources
		# of maritime boundaries delimited by Commonwealth member states in accordance with international law, including through joint development and other provisional arrangements
		# of broad-based mechanisms for effective, transparent and integrated management of marine resources implemented by member states

(Continued)

No.	Intermediate Outcome	Indicators
Small States and Vulnerable States		
6.1	International policies, mechanisms and rules are more responsive to small states development strategies and resilience needs	# of targeted international conferences that acknowledge the sustainable development needs of small states
		% of small states that effectively participate in targeted international processes related to their sustainable development needs
6.2	Small states enabled to effectively participate in international decision-making processes	% of small states constructively engaging with trade fora and human rights mechanisms in Geneva via small states office
		# of small states engaging effectively with the UN General Assembly and other forums in New York via the small states' office
6.3	Improved climate financing frameworks	# of Commonwealth member states that report improved access to climate finance arising from Commonwealth influenced tools or policies

Annex 4. Evaluation Questions

The evaluation questions set out below were used for interviews during the field visit and in subsequent online calls with stakeholders.

Theme	Evaluation questions
Context	What has been the Secretariat's engagement with the institution? What issue/problem was being addressed by the Secretariat? Did the Secretariat fully understand the problem within the broader context? What was delivered by the Secretariat? When was this delivered?
Relevance	Were the activities and outputs of the programme responsive to the problem/issue identified? Was the Secretariat support relevant to the priorities of the institution? Was this support consistent with the Intermediate Outcomes of the Strategic Plan?
Efficiency	What was the delivery mechanism? How efficient was the delivery? Were costs economised without affecting the quality of delivery? Were issues of equity considered in the achievement of programme outcomes?
Effectiveness	Were the planned results of the programme achieved? What factors contributed to the achievement or non-achievement? Was the Secretariat responsive to the issues? How effectively have the outputs and outcomes been monitored?
Impact	What changes (positive and/or negative) have you seen? Can this change be directly attributed to the support provided by the Secretariat? Who are the other players contributing to this change? How has this change affected women and men differently, if at all? Or could men and women potentially experience the change differently? Are there any unplanned changes that happened as a result?
Sustainability	Can these results be sustained over a long period? What needs to be put in place to ensure the programme is sustainable?
Value added	Could another partner have delivered this programme? What distinct value does the Commonwealth Secretariat add?
Challenges	What challenges were experienced and what areas could be improved?
Lessons	What lessons can be drawn? What could the Secretariat do differently?
Recommendations	How can the programme be improved to better meet needs?

The interview tool below was also used by the Evaluation Team.

Area of focus	Question guide
General information	<ul style="list-style-type: none"> • Current role • Length of time in the position
Experience of the Secretariat interventions	<ul style="list-style-type: none"> • What was done/when? • Who delivered and how? • What are some noted outcomes, results? • Other engagements with the Secretariat? Meetings, etc.?
Status/trends/country context related to the intervention/programme/policy area	<ul style="list-style-type: none"> • What is the status of the programme area at present? • Challenges in getting progress/results? • Government policy/programmes/priorities? • What's next...? Sustainability?
Reflections on the Secretariat's interventions	<ul style="list-style-type: none"> • Who are the other donors working in the programme area? • How does working with the Secretariat/the Commonwealth compare with working with other organisations? • What have you learnt working with the Secretariat – impressions, perceptions? <i>Prompts: flexibility? Responsiveness? Technical expertise? Understanding of local context? Cost effectiveness? Communications?</i> • What does the Secretariat do really well? What does the Secretariat not do so well? • What can the Secretariat do better in the future as it continues to engage with the country? • How can the Secretariat continue to support your agency's objectives? • Have there been any gender considerations or reflections in the Secretariat's engagements?

Annex 5. Stakeholders Consulted

External stakeholders

	Organisations	Title
1	Attorney-General's Office	attorney-general
2	Attorney-General's Office	former minister of culture, sport and youth
3	Barbados Vagrants and Homeless Society (BVHS)	youth award winner and founder of the BVHS
4	Caribbean Community Climate Change Centre	project administrator
5	Central Bank	senior economist, research & economic analysis department
6	Central Bank	economist
7	Electoral and Boundaries Commission	chief electoral officer
8	Government of Barbados	deputy chief telecommunications officer
9	Health Caribbean Coalition	executive director
10	Ministry of Culture, Sports & Youth	director of youth
11	The Ministry of Energy and Water Resources	chief project analyst
12	Ministry of Energy and Water Resources	senior economist, research and planning unit
13	Ministry of Energy and Water Resources	permanent secretary
14	Ministry of Foreign Affairs and Trade	permanent secretary
15	Ministry of Finance, Economic Affairs, and Investment	permanent secretary
16	Ministry of Finance, Economic Affairs, and Investment	senior economist, economic affairs division
17	Ministry of Finance, Economic Affairs, and Investment	chief economist
18	Ministry of Finance, Economic Affairs, and Investment	former economist, Economic Affairs Division
19	Ministry of Finance, Economic Affairs, and Investment	climate finance adviser, economic affairs and investments
20	Ministry of Finance, Economic Affairs, and Investment	chief debt strategy analyst, Debt Management Unit
21	Ministry of Health	permanent secretary
22	National NCD Commission Barbados	senior medical officer of health
23	Office of the Ombudsman	ombudsman
24	Office of Trade Negotiations	director general
25	Pan American Health Organization	consultant
26	Permanent Mission of Barbados to the United Nations Office at Geneva, Switzerland	first secretary/authorised representative
27	The George Alleyne Chronic Disease Research Centre	director
28	University of the West Indies	international youth development specialist/strategy adviser
29	Treasury	accountant general

Internal stakeholders (Commonwealth Secretariat)

No.	Title
1	Acting head, Hub and Spokes
2	Adviser and head, international trade policy
3	Adviser and team leader (IT Systems) – Economic, Youth and Sustainable Development Directorate
4	Adviser, Gender, Economic, Youth & Sustainable Development Directorate
5	Adviser, Health, Economic, Youth & Sustainable Development Directorate
6	Adviser, Economic, Youth and Sustainable Development Directorate =
7	Business analyst, Economic, Youth & Sustainable Development Directorate
8	Economic adviser – Natural Resources, Trade, Oceans and Natural Resources Directorate
9	General manager, Climate Finance Access Hub
10	Head of Good Offices
11	Head of Social Policy Development
12	Head of Sport for Development and Peace
13	Head, Countering Violent Extremism, Governance and Peace Directorate
14	Human rights adviser – Governance and Peace Directorate
15	Human rights officer – Governance and Peace Directorate
16	International trade consultant, International Trade Policy
17	Legal adviser, Governance and Peace Directorate
18	Legal adviser, law reform and legislative drafting, Governance and Peace Directorate
19	Legal adviser, legal policy, Governance and Peace Directorate
20	Manager of the Commonwealth Climate Finance Access Hub
21	Programme assistant, Trade, Oceans and Natural Resources Directorate
22	Programme officer, cyber capability, Governance and Peace Directorate
23	Programme officer, Governance and Peace Directorate
24	Records & correspondent assistant, Secretary-General's Office
25	Research officer, Economic, Youth & Sustainable Development Directorate
26	Social policy development head, Economic, Youth and Sustainable Development Directorate

Meetings requested

Meetings were requested, but not conducted, with individuals from the following organisations due to unavailability or lack of response.

No	Organisation
1	Barbados Prison Service
2	Barbados Treasury Department
3	Central Purchasing Department
4	Department of Public Prosecutions
5	HMP Dodds Prison, Barbados
6	Ministry of Education and Human Resource Development
7	Ministry of Health and Wellness
8	University of West Indies, Faculty of Law

Annex 6. Meetings and Events

Table A2. Secretariat meetings held in Barbados

The following overview provides a non-exhaustive list of Secretariat-organised meetings held in Barbados during the evaluation period.

Event name	Date
Visits by the Secretary-General	
Secretary-General Scotland participated in the 31st Inter-Sessional Meeting of the Conference of Heads of Government of the Caribbean Community (CARICOM)	February 2020
Official visit and Secretary-General Delivering the 42nd Sir Winston Scott Memorial Lecture	November 2017
Secretary-General Scotland undertook official visit to Barbados	May 2016
Secretary-General Sharma attended the 36th Regular Meeting of CARICOM Heads of Government	July 2015
Trainings, workshops and missions	
Masterclass on holding efficient, credible and inclusive elections for Election Management Bodies in the Caribbean and the Americas	February 2020
Two-day workshop on encouraging investment	April 2019
<i>Law and Climate Change Toolkit</i> workshop	July 2018
Ocean Economy and Trade Strategies (OETS) for Barbados technical mission	June 2018
Credit risk management training	December, 2017
Hub and Spokes knowledge-sharing workshop	May 2017
Caribbean Regional Best Practice Knowledge Platform on UPR and Treaty Bodies	June 2016
Regional Internal Audit and Public Procurement Round Table Meeting	June 2016
National Cybercrime and cyber security awareness programme	June 2016
Meeting for Commonwealth Caribbean countries in preparation for the 10th WTO Ministerial Conference	October 2015
Evidence-based workshop on the Youth Development Index	June 2015
Human Rights Leadership Seminar	November 2014

Table A3. Secretariat-organised meetings with participation of Barbadian stakeholders

The following overview provides a non-exhaustive list of Secretariat-organised meetings with participation of Barbadian stakeholders during the evaluation period.

Event name	Date	Location	No. of participants from Barbados
Ministerial events / meetings			
The 2nd Commonwealth Youth Ministerial Taskforce	November 2018	Malta	1
19th Conference of Commonwealth Education Ministers (19CCEM)	June 2015	Nassau, The Bahamas	4
7th Commonwealth Sports Minister Meeting (7CSMM)	July 2014	Glasgow, Scotland	1
8th Commonwealth Sports Minister Meeting (7CSMM)	August 2016	Rio de Janeiro, Brazil	1
Commonwealth Foreign Affairs Ministers Meeting	September 2016	New York, USA	3
Commonwealth Foreign Affairs Ministers Meeting	September 2015	New York, USA	3
Commonwealth Foreign Affairs Ministers Meeting	September 2014	New York, USA	3
Commonwealth Foreign Affairs Ministers Meeting	September 2013	New York, USA	4
Meeting of Commonwealth Health Ministers	Geneva, Switzerland	May 2014	5
Meeting of Commonwealth Health Ministers	Geneva, Switzerland	May 2015	5
Meeting of Commonwealth Health Ministers	Geneva, Switzerland	May 2016	5
Meeting of Commonwealth Health Ministers	Geneva, Switzerland	May 2017	4
Commonwealth Finance Ministers Meeting	Washington, DC, USA	October 2013	3
Commonwealth Finance Ministers Meeting	Lima, Peru	October 2015	4
Commonwealth Finance Ministers Meeting: Meeting of the Central Bank Governors	Washington, DC, USA	October 2016	3
Commonwealth Trade Ministers Meeting	London, UK	March 2017	3
Meeting of Senior Officials of Commonwealth Law Ministries	London, UK	September 2013	1
Meeting of Senior Officials of Commonwealth Law Ministries	London, UK	October 2016	1

(Continued)

Table A3. Secretariat-organised meetings with participation of Barbadian stakeholders
(Continued)

Event name	Date	Location	No. of participants from Barbados
Other Meetings / conferences			
Caribbean Regional Best Practice Knowledge Platform on UPR and Treaty Bodies	June 2018	Saint George's, Grenada	2
Commonwealth Electoral Network Biennial Conference	June 2016	Port of Spain, Trinidad and Tobago	1
Commonwealth International Tax Roundtable	June 2016	London, UK	1
Tackling Corruption Together Conference	May 2016	London, UK	1
Emerging Global and Regional Trade Issues for the Caribbean	June 2017	Castries, Saint Lucia	1
Commonwealth Caribbean Consultation on Recent Developments in Trade: WTO Post-Nairobi and Regional Integration	May 2016	Port of Spain, Trinidad and Tobago	2
WTO Negotiations/and Developing Countries: from July to Nairobi	July 2015	Geneva, Switzerland	1
Commonwealth Trade Symposium: Shaping a Global Trade Agenda for Development	June 2015	Johannesburg, South Africa	1
Commonwealth/CARICOM/OIF Consultation on Multilateral, Regional and Emerging Trade Issues for the Caribbean	October 2008	Georgetown, Guyana	1
Global Biennial Conference on Small States	March 2014	Rodney Bay, Saint Lucia	6
Global Biennial Conference on Small States	May 2016	Mahe, Seychelles	1
Trainings / Workshops			
Portraits of the Caribbean workshop on countering violent extremism through creativity	July 2017	Nassau, The Bahamas	2
Commonwealth Fund for Technical Co-operation (CFTC) legislative drafting seminars	2013, 2014	Various	Various

Commonwealth Secretariat

Marlborough House, Pall Mall
London SW1Y 5HX
United Kingdom

thecommonwealth.org



The Commonwealth

