

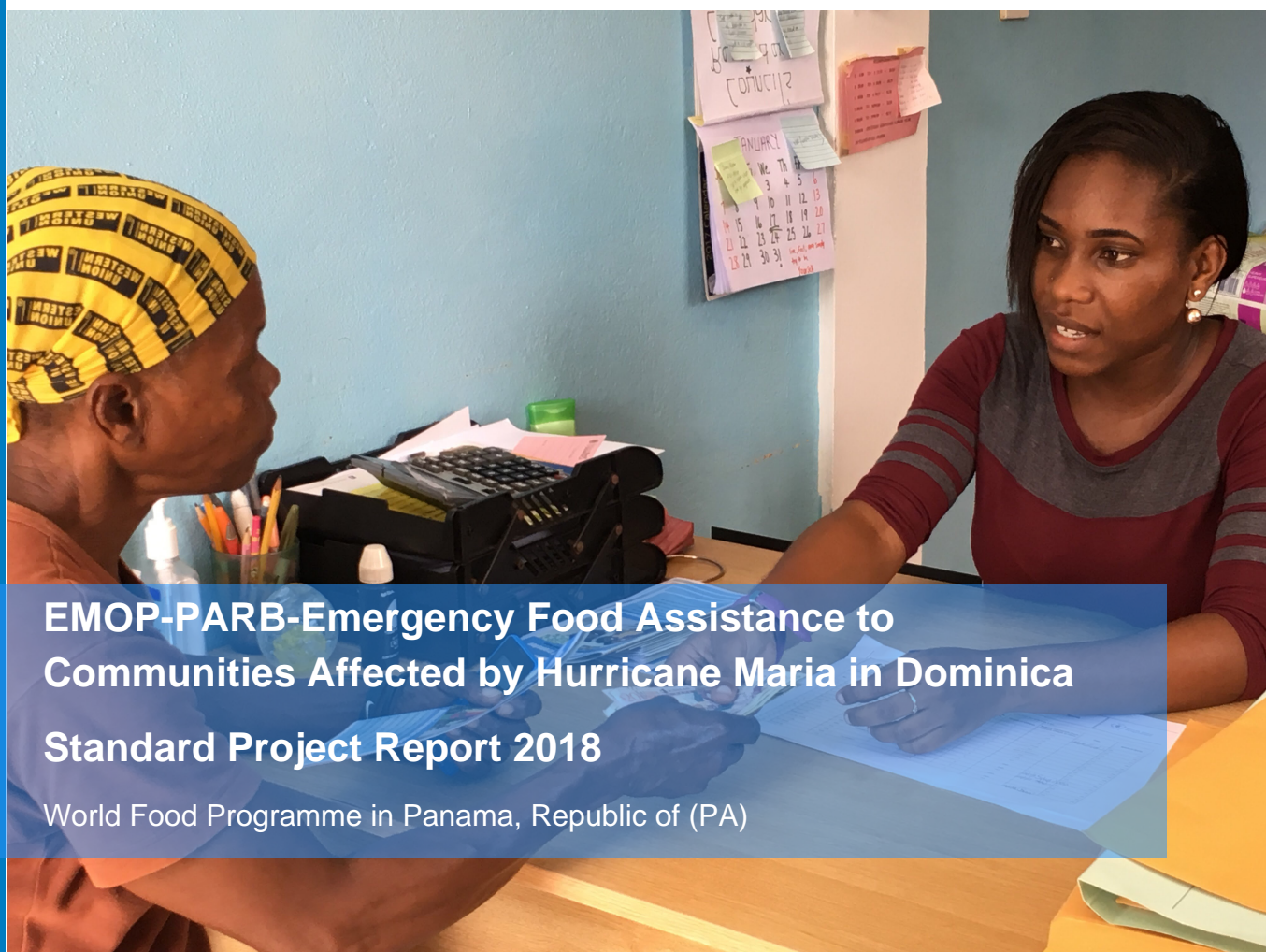
SAVING
LIVES
CHANGING
LIVES

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Further Information
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SPR Reading Guidance



EMOP-PARB-Emergency Food Assistance to Communities Affected by Hurricane Maria in Dominica Standard Project Report 2018

World Food Programme in Panama, Republic of (PA)

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Regional Context

The Caribbean region comprises small island development states with significant urban populations. They are highly vulnerable to natural hazards which have adverse effects on livelihoods, vital infrastructure and overall development gains. Hydro-meteorological hazards (e.g., hurricanes, droughts), exacerbated by climate change along with earthquakes and volcanic eruptions are the most common natural hazards in the region. This is further exacerbated by low economic growth and high levels of indebtedness. Five countries [1] participating in the Caribbean Disaster and Emergency Management Agency (CDEMA) [2] rank among the 30 countries most affected by weather-related disasters in 1997-2016. [3]

The 2017 hurricane season is an example of how climate related shocks have become increasingly complex. In only one week, three category V hurricanes (Irma, Jose and Maria) hit the Caribbean, causing major devastation. To secure the security and wellbeing of their communities, national and regional entities must adapt to this shifting climatic reality and ensure adequate preparedness of their staff, systems and tools.

Most countries are small and resources are scarce to carry out large scale disaster risk management. To help address these challenges, WFP is supporting CDEMA and its 18 Participating States [2] to minimise the impact of shocks on vulnerable populations by strengthening systems and technical capacities for a more effective, cost-efficient and predictable response to emergencies. This will also boost Government responses, reduce the need for international assistance and secure development gains for a more shock-resilient Caribbean.

Since 2018, capacity strengthening activities are being implemented in the Caribbean under four strategic pillars: vulnerability analysis; end-to-end supply chain management; shock responsive social protection and climate change adaptation and risk finance.

Project Results

Activities and Operational Partnerships

Hurricane Maria made landfall in Dominica in September 2017 and caused great destruction to infrastructure, agriculture and people's livelihoods. In the aftermath of Hurricane Maria, immediate relief assistance was provided to the affected population in form of in-kind food distributions. A market assessment found that food was increasingly available in local markets and thus, cash transfers could be used for relief response, which began in late 2017. In 2018, WFP implemented a series of emergency cash-based interventions under the leadership of the Government of Dominica which emphasized strengthening the capacity of key government counterparts in order to ensure greater localization and sustainability of the operation. This included the Joint Emergency Cash Transfer (JECT) Programme was also supported by the United Nations Children's Fund (UNICEF), a Joint Emergency Agricultural Rehabilitation (JEAR) Programme was implemented with the Food and Agricultural Organization (FAO), and a Food Security Cash Transfer Programme implemented solely with the Government of Dominica and affected communities.

Joint Emergency Cash Transfer (JECT) Programme

The JECT Programme was government-led, as it was designed to utilize the operational structure of the national social protection system, and it aimed to provide immediate support to vulnerable households and children affected by Hurricane Maria through the provision of three unconditional cash transfers. The programme aimed to ensure adequate access to food and other essential needs for approximately 25,000 affected people through a monthly transfer of USD 90 per household. UNICEF joined this effort by adding USD 50 per child (up to a maximum of 3 children per household).

The JECT targeted all participants under the national Public Assistance Program (PAP), Dominica's largest national social protection programme. In addition, a vulnerability needs assessment (VNA) included household surveys reaching over 17,250 households across the country was conducted to identify the most vulnerable ones affected by hurricane Maria. This exercise covered 67 percent of the official population of the country based on the 2011 census, although given the outflow of people following Tropical Storm Erika in 2015 and Hurricane Maria, the VNA coverage was likely higher. Based on this information, the household beneficiary selection criteria was established and included single-headed households with two or more children, households with pregnant and lactating women and elderly, chronically ill, mentally or physically challenged people. The beneficiary lists were verified by community-based beneficiary selection committees (BSC) and village councils and was finally checked by WFP and UNICEF. This activity contributed towards meeting urgent food and other basic needs, strengthening government ownership of the response and identifying opportunities for further strengthening PAP and the broader social protection system to be more robust and responsive to shocks.

WFP and UNICEF transferred the funds for the JECT to the Government which in turn distributed the funds to the respective village councils, mirroring the process of distribution in the PAP. The cash transfers were issued mainly via cash in envelope and only a small proportion via cheques and bank transfers. As a government-led programme, the national and local Government took charge of information dissemination with support on communication to the affected population from WFP and UNICEF.

WFP's partnership with UNICEF was the first of its kind whereby two UN Agencies partnered to provide a joint emergency cash transfer through an existing social protection platform. This experience set the stage for the Regional Collaboration Agreement between WFP and UNICEF, a foundation for continued future collaboration in the Latin American and Caribbean region, emphasizing joint support in strengthening government social protection systems ex-ante, with such efforts continuing in Dominica beyond the scope of this operation.

Food Security Cash Transfer (FSCT) Programme

Based on data collected in monitoring activities, WFP and the Ministry of Health and Social Services (MHSS) recognised a need for continued support to the affected population, owing to the slow rate of recovery and reconstruction. This was further evidenced through monitoring results under the JECT which highlighted the continued challenges households faced in meeting their food and other basic needs. An additional Food Security Cash Transfer (FSCT) was therefore implemented in July 2018 to address continued food needs of the JECT beneficiaries. This also allowed households to prepare for 2018 hurricane season. The value of the FSCT amounted to USD 135 per household.

Joint Emergency Agricultural Rehabilitation (JEAR) Programme

The JEAR programme was implemented in collaboration with the Ministry of Agriculture and FAO and assisted 375 farmers, beekeepers and fisher folk from 11 cooperatives. WFP issued two conditional cash transfers of USD 200 each to cooperative members and FAO distributed material for greenhouses, beehives and fishing gear. Beneficiaries received the cash transfers under the condition of taking part in a training on good farming practices and access to markets and investing at least USD 74 in a joint productive activity managed by the cooperative.

Participating cooperatives were selected in consultation with the Ministry of Agriculture targeting those where farming, fishing or beekeeping were the main source of income, and their income was lost due to the hurricane. These conditional cash transfers were made using SCOPE, a WFP corporate beneficiary management system while the transfers were made via cash in envelopes.

Capacity strengthening

All activities were undertaken under the leadership of the Government of the Commonwealth of Dominica and were designed taking into account the likelihood that WFP would not maintain a fixed presence in the country beyond the operation. As such, activities were designed throughout to localize the response and strengthen capacities of government counterparts. This approach was embedded in the response from the start, including during the initial in-kind transfers in 2017 when WFP assistance was integrated into the supplies available from a number of partners and neighbouring countries in order to ensure a comprehensive food and non-food package was provided to priority areas. WFP provided technical assistance in the targeting, determining of rations, distribution planning, community organization, on-island logistics and final distribution of relief supplies beyond WFP procured commodities. This approach continued in 2018 through the various cash transfer programmes. The ability to use existing systems, capacities and local knowledge was instrumental to providing timely assistance to the most vulnerable populations and allowed to transfer technical skills and knowledge to both national and local governments. WFP deployed senior staff to assess the national information management system and provide recommendations on how it could be adapted to respond to future shocks and emergencies.

Results

The Joint Emergency Cash Transfer (JECT) programme, the Food Security Cash Transfer (FSCT) programme and the Joint Emergency Agricultural Rehabilitation (JEAR) programmes combined reached more beneficiaries than planned.

Joint Emergency Cash Transfer (JECT) Programme

JECT beneficiary selection

While the programme was led by the Government using systems already in place (i.e. the Public Assistance Programme), the beneficiary selection process was a new undertaking. Beneficiary Selection Committees (BSCs), which included existing Village Council chairpersons/clerks, community leaders and widely respected members of the community, were established at village level to support the process. BSCs were trained and guided by the Government and WFP throughout the entire process. Where BSCs were unable to be organized in a timely manner due to the impacts of the hurricane, WFP mobilized enumerators to conduct the VNA.

Once the household assessments were completed and beneficiary selection criteria were put in place, beneficiaries meeting the criteria were identified by community which were then verified and agreed upon by the Government, WFP and UNICEF.. Given the limited pre-shock data there was a need to conduct a comprehensive, island-wide household assessment, which reached most of the population, coupled with the need to verify and cross check beneficiary lists, the beneficiary selection process took longer than expected which resulted in a staggered approach to the distributions. However, this process commenced while in-kind distributions were still taking place.

Over 70 percent of the recipients agreed that the programme assisted those who were most in need. Beneficiary selection and overall implementation of the programme would have been more time efficient and effective, if existing social protection systems and protocols had been designed with a shock response component prior to the Hurricane. 2018 capacity strengthening efforts of the Government's information management system have initiated a process to fill this gap with continued support from the newly formed Barbados office.

Out of the total number of beneficiaries, 29 percent were pre-existing beneficiaries of the PAP while the remaining 71 percent were identified through the VNA. This demonstrates the limitations the PAP would have been in reaching the most vulnerable population after a disaster. Thus, WFP's support in beneficiary targeting and selection as well as information management and delivery systems has been pivotal in contributing to make the national social protection systems more shock-responsive. The JECT allowed for an expansion of the PAP recipient list and laid the groundwork to review the PAP design and its protocols. It also led to a request for WFP to support the

development of an information management system and adapted protocols and regulations for shock responsive social protection.

JECT distribution

While monthly JECT distributions were planned from December 2017 through February 2018, delays in completing the beneficiary lists required adjustments in the schedule. Thus, those identified through the PAP (PAP beneficiaries) received their first transfer in December and a double transfer in February. Those identified through the VNA (non-PAP) received their first transfer in January and a double transfer in March. Transfers were distributed in envelopes at village council offices and in a few cases, transactions were made via cheques or directly to beneficiaries' bank accounts.

Food Security Cash Transfer (FSCT) Programme

FSCT beneficiary selection

FSCT beneficiaries were the same as JECT beneficiaries. However, the FSCT was disbursed to 22,750 people, slightly fewer than the JECT possibly due to emigration from Dominica following the JECT programme

FSCT distribution

A single FSCT was distributed in July through the same mechanism as the JECT, under the leadership of the MHSS.

JECT & FSCT results

In the aftermath of Hurricane Maria, the population of Dominica found themselves in hardship. Most people had to rebuild their homes and find means to feed their families amidst a country where agricultural production, tourism and various service economies were interrupted following the hurricane. The JECT and FSCT helped families overcome these initial difficulties. Monitoring results show that most beneficiaries spent their cash transfers on food (92.4 percent), followed by utilities/bills (18 percent), education (17.6 percent), medical expenses (14.4 percent), building material, repair/accommodation (14 percent), clothes (12.4 percent) and water (11.2 percent).

Overall monitoring results of the JECT and FSCT programme suggest that food consumption levels have remained acceptable throughout the intervention. However, the lasting impact of Maria can also be seen in the persistence of a high coping strategy index (CSI). People still largely relied on coping strategies which negatively affected their food consumption. In July 2018, families were continuing to consume less preferred and cheaper foods and consuming less in terms of quantity. Hurricane Maria had a clear impact on surveyed households' dietary habits. Food prices went up in the months after the hurricane, making some food items previously consumed unaffordable. Items such as fruits and vegetables remained largely unavailable in local markets or they were available but too expensive to purchase. The increased reliance on coping strategies may also indicate that households had to devote part of their cash to cover other expenditures such as housing repairs or utility bills. Unmet needs (mostly shelter) have greatly impacted the utilization of cash transfers. The hurricane has also resulted in more significant and longer-term impacts with damages resulting in the loss of 22.4 percent of GDP (PDNA 2017) as well as the relocation of Ross University outside of Dominica which prior to Hurricane Maria produced between 20 and 30 percent of the country's GDP.

The Joint Emergency Agricultural Rehabilitation (JEAR) Programme

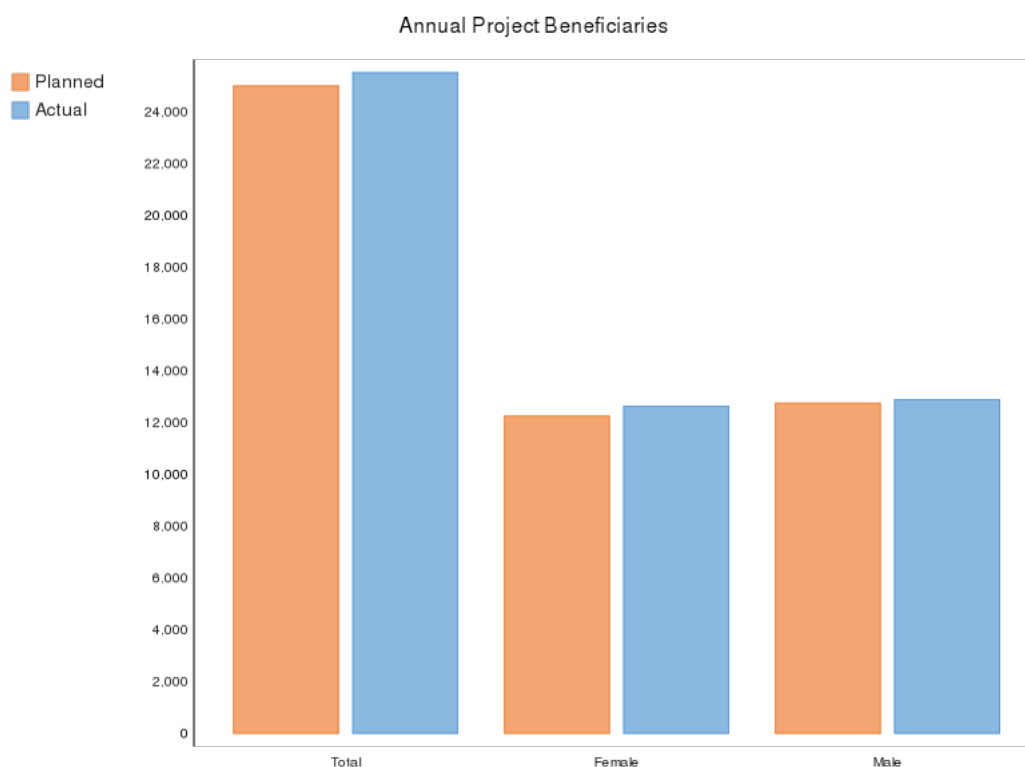
JEAR selection and distribution

The Joint Emergency Agricultural Rehabilitation (JEAR) programme provided two conditional cash transfers to farmers and their households in April and May 2018. Given the small number of beneficiaries and their geographic dispersion, cash was provided directly at WFP's office in the capital, Roseau. To receive the JEAR transfer, beneficiaries had to provide a letter from their cooperative confirming investment in the organization, or in the case of beekeepers they had to provide receipts demonstrating investments in productive assets. Monitoring was conducted via key informant interviews and analysis of the receipts to identify expenditure patterns.

JEAR results

While the programme reached all female cooperative members, they only represented 37 percent of total membership. Thus, the slight underachievement is due to the underrepresentation of women in agriculture, fisher folk and beekeeper cooperatives rather than programme design.

Key informant interviews highlighted that beneficiaries with families were more likely to spend it on food, education and utilities. Those without families or young children were more likely to invest their second transfer in production-related items, such as seeds, plants and agricultural inputs.



Cash Based Transfer and Commodity Voucher Distribution for the Project (USD)

Modality	Planned (USD)	Actual (USD)	% Actual v. Planned
EMOP-PARB-Emergency Food Assistance to C			
Cash	2,499,000	2,803,780	112.2%
Total	2,499,000	2,803,780	112.2%

Performance Monitoring

Joint Emergency Cash Transfer (JECT) & Food Security and Cash Transfer (FSCT) Programmes

To ensure effective monitoring of the Joint Emergency Cash Transfer (JECT) and Food Security Cash Transfer (FSCT) programmes a plan was established and implemented together with the Government of Dominica, and, in the case of JECT, the United Nations Children's Fund (UNICEF).

Given the objectives of the programme and the specificity of the Dominican context, both process and outcome monitoring were undertaken in order to facilitate programme adjustments and provide recommendations including (i) assessing the appropriateness of beneficiary selection, (ii) engaging with communities and beneficiaries to gauge their perception on the effectiveness and transparency of the programme,

(iii) identifying potential issues related to protection and gender and (iv) monitoring changes in the food security and livelihoods of beneficiaries.

A monitoring strategy was set up to effectively monitor the programme's performance through various means:

1. Distribution monitoring, through random spot checks at distribution sites;

2. Post-distribution and beneficiary contact monitoring, conducted throughout the programme through various means

Since telephone numbers were only available for non-PAP beneficiaries as this information was collected in the VNA, remote questionnaires were administered through Computer Assisted Telephone Interviewing (CATI). Over the course of two consecutive rounds, over 500 JECT beneficiaries were contacted by WFP through a contracted call centre based in Haiti. The exercise generated information on the level of food security, programme performance and expenditure patterns. In-person interviews were conducted with PAP beneficiaries. Finally, WFP and UNICEF conducted Focus Group Discussions (FGDs) with community members in selected locations after each cash transfer. This enabled the Government, WFP and UNICEF to obtain more detailed qualitative information on the implementation of the programme and to further investigate the outcome of the assistance in people's lives.

3. Interviews were completed with key Informants involved in the targeting and distribution of emergency assistance, including village counselors, clerks and humanitarian partners.

Joint Emergency Agricultural Rehabilitation (JEAR) Programme

The conditionality mechanism in the Joint Emergency Agriculture Rehabilitation Programme (JEAR) monitored levels of investment in cooperatives. In the case of beekeeper beneficiaries, submitted receipts were analysed to evaluate how investments were made and which items were purchased. Furthermore, WFP conducted a review through key informant interviews on the programme, distributions and investments made.

Progress Towards Gender Equality

Poverty in Dominica is experienced by men and women in different ways. The Caribbean Development Bank's Country Gender Assessment (CGA) Synthesis report notes that men are more likely to be poor (39.5 percent) when compared to women (36.2 percent). This is despite the higher unemployment rate for women who, in many cases, engage in subsistence farming or sell to the informal market as street vendors or inter-island sales people. Some of the poorest men and women reside among the Kalinago ethnic group and agriculture communities in eastern and western part of the country. The CGA also highlights the fact that migration trends of productive males and females has led to children being left in care of aging grandparents or other relatives. In the aftermath of Maria, the Dominica Post Disaster Needs Assessment (PDNA) noted that those most affected by displacement were women, children and the elderly. Elderly men in shelters were mostly on their own.

The Government-led cash Joint Emergency Cash Transfer (JECT) and Food Security Cash Transfer (FSCT) utilised the national social protection programme to transfer cash. A vulnerability analysis was conducted to expand the programme to other men, women and children in need. Special attention was paid to the needs of women impacted by the hurricane by prioritising assistance to single-headed households with two or more children and pregnant and lactating women to the selection criteria. Moreover, the programme also targeted children, elderly people, chronically ill and physically or mentally challenged persons.

Focus group discussions noted that when it came to decision-making on spending cash transfers, despite viewing themselves as the heads of the household, many men suggested that decisions on the use of cash are made jointly with their spouse. At times, men felt that women were better able to handle the money and made better decisions for the household. Some male focus group participants reported splitting the money in parts with their spouse. Women already receiving public assistance tended to make independent decisions on the use of the cash when caring for their families. Two-thirds of calls to the information hotline were women. These findings suggest that, in many ways, the cash transfer programme reported a high level of women involvement and decision-making.

The Joint Emergency Agriculture Rehabilitation (JEAR) Programme had a target of 48.9 percent women and 51 percent men beneficiaries reflecting the gender distribution of the population in Dominica. However, the gender distribution of actual male (63 percent) versus female (37 percent) beneficiaries was owed to the fact that there are fewer women members in targeted cooperatives.

Protection and Accountability to Affected Populations

Joint Emergency Cash Transfer (JECT) & Food Security and Cash Transfer (FSCT) Programmes

WFP worked in coordination with the Government ensuring that cash transfers were fair and secure for the participants. The emergency cash transfer distribution was managed by village councils, mirroring the process of distribution in the Public Assistance Programme. This ensured that WFP's assistance fed into an established

national framework with distribution points close to targeted households. As a result, travel times were limited, transportation costs were minimal and potential safety risks of travelling to and from cash collection points were reduced. Nevertheless, additional security measures were adopted including the provision of safe boxes to village councils. Feedback from male and female beneficiaries confirmed that most felt safe collecting the cash transfers. Moreover, transfers were made at no cost to the affected families, without discrimination and in conditions of total impartiality, regardless of race, religion, nationality, political opinion or gender.

To enhance accountability at community level, the beneficiary selection committee oversaw receiving and addressing feedback and complaints related to the programme. In line with WFP's data protection guidelines, those involved in distributions were sensitised about the importance of keeping personal records confidential. Beneficiary data was handled with due care to avoid possible misuse of personal data. In response to feedback received, village councils were equipped with suggestion boxes and provided more privacy to the beneficiaries when receiving their transfer which inserted a supplementary feedback element for the beneficiaries. Further feedback-complaint mechanisms include two toll-free hotlines managed by the Government and one hotline managed by WFP and an external call centre contracted by WFP to collect feedback as part of the monitoring activities.

The monitoring activities of the JECT programme revealed that only 31 percent of the households was informed about the programme. 47 percent of the households was not aware of the dates prior to distribution. Monitoring activities confirmed that the preferred modes of communication were bulletin boards and posters, favoured by 35 percent of the respondents. This is followed by word of mouth (18 percent), meetings (14 percent), media and radio (12 percent), phone calls (12 percent) and lastly home visits (8 percent). To overcome this challenge, WFP launched a communication campaign to adequately inform the communities about the details of the programme. The campaign relied on four main channels: i) radio broadcasting, ii) posters and leaflets iii) word of mouth through village councils and the other members of the BSCs and iv) mobile messages to selected beneficiaries. Sometimes the clerks used their networks to pass on messages to the beneficiaries.

The Government and WFP reviewed its communication strategy for FSCT based on these findings and thus, public meetings were held in each village council, complementing the distribution of printed communication material, radio announcements, press conferences and community engagement through the village councils. Moreover, payment monitoring was increased, ensuring an enhanced presence and support in the field. Results from the monitoring activities implemented in August 2018 show that 79.3 percent of the beneficiaries understood the selection criteria and 66.5 percent knew their how much they were to receive and for how long the assistance was provided, a significant improvement from the JECT.

Joint Emergency Agricultural Rehabilitation (JEAR)

For the JEAR Programme, the Government took the lead in selecting cooperatives in need of support. The Chairman of the cooperative acted as a focal point to increase efficiency in communication and information dissemination for programme coordination support. Since farmers were located across the entire country and most travelled to Roseau on a regular basis, distribution took place from a central location in Roseau. Beneficiaries were informed about the programme through brochures and were encouraged to provide regular feedback, which was incorporated into the programme's design and implementation. The JEAR beneficiaries also had access to the toll-free hotlines managed by WFP to raise questions, issues or complaints.

During the commute to and from the distribution point at WFP's office in Roseau, no incidents have been reported. Overall, most respondents did not report any issues with this mechanism. 21 percent of the beneficiaries made use of the beneficiary feedback hotline implemented by WFP. Most calls were related to the collection of money (95 percent) whereas the rest was in relation to SCOPE ID card. No cases of protection issues have been declared

Supply Chain

To reach the most vulnerable, the targeting strategy for the Joint Emergency Cash Transfer (JECT) programme was based the Government's Public Assistance Programme (PAP) and applied two strategies. The first, was an increase of transfers for the PAP to ensure that all people registered in the programme automatically qualified for receiving JECT benefits. The second was an inclusion of new beneficiaries to persons who were not part of the PAP but were affected by the hurricane (non-PAP beneficiaries). Non-PAP beneficiaries were identified through the VNA.

The JECT beneficiary list was produced by the Government with support of WFP and the United Nations Children's Fund (UNICEF) and WFP for each payment cycle. Cheques were issued to each village council and in some cases, directly to beneficiaries receiving bank deposits, although for the most part beneficiaries received cash in envelopes through the local village councils.

For transparency purposes, WFP created a local account to document the receipt of funds transferred to the Government. The Government in turn managed a separate account dedicated to the programme to process the distributions.

The JEAR conditional cash transfer programme was distributed in two tranches of USD 100 each. The first was conditional upon workshop attendance and the second upon the provision of evidence indicating investment in their respective cooperative or in productive assets. The use of SCOPE, WFP's web-based platform to collect and store beneficiary information, allowed for the generation of an identification number to manage distributions and beneficiary information

Implementation of Evaluation Recommendations and Lessons Learned

No formal evaluation was carried out under the Emergency Operation (EMOP). However, focus groups and key informant interviews with local authorities and beneficiaries provided feedback on project outputs and outcomes. These exercises along with household level monitoring revealed that efficient communication to communities, management and systematic monitoring of distribution sites, and the integration of information management systems for collecting and processing population data are vital to the success of cash transfer interventions, even in small countries.

A Return on Investment (ROI) analysis was conducted as part of WFP's efforts to create evidence, analyse the benefits of investing in strengthening the capacity of social protection systems to be shock-responsive and support decision making within Dominica. The analysis is based on the emergency response that was implemented in Dominica after Hurricane Maria. It revealed that

- Responding to emergencies through social protection systems brings about benefits such as timely assistance to the most vulnerable, community and government empowerment and capacity strengthening to respond to emergencies and improved coordination between stakeholders.
- Investing in a national social register is a fundamental cornerstone to reap the biggest possible returns relative to the size of investment to allow for a quicker and more transparent targeting process and a more rapid emergency response.
- Despite relatively higher costs, investing in delivery mechanisms is crucial to ensure further efficiency and transparency of the system to avoid risks and enable earlier cash distribution.

A joint stock-taking exercise was conducted by the Government, WFP and the United Nations Children's Fund (UNICEF) involving several stakeholders from local communities, the Government and the international community. Both national and international stakeholders could identify and align on key preparedness investments to foster the shock-responsiveness of the Government's social protection system. The development of a unique ID system, a central data management system, institutional capacity strengthening and processes of systematization were among the identified activities to ensure a faster, more efficient and effective crisis response in the future. These priority investments are in line with the overall ROI analysis results.

Finally, WFP commissioned Oxford Policy Management to conduct a case study on Dominica as part of a regional evidence generation effort on shock responsive social protection in Latin America and the Caribbean.

Meeting emergency needs while strengthening regional and local systems

Hurricane Maria was one of the most devastating to hit the Caribbean in over a decade, and in the space of a few hours it completely devastated the island of Dominica. The vast majority of the population were left without a roof, basic infrastructure was demolished, electricity and telecommunications were down, and the main ports were blocked. Shortly after the storm passed, Roosevelt Skerrit, the Prime Minister of Dominica, addressed the United Nations General Assembly, referring to an island under siege or turned into a war zone. He went on to say "before this century no other generation had seen more than one category 5 hurricane in their lifetime. In this century, this has happened twice and notably it has happened in the space of just two weeks".

While WFP stands ready to respond to emergencies around the world, no specific preparedness measures had been taken in advance for Dominica. It is an upper-middle income country with tourism revenues, where humanitarian relief and development agencies such as WFP did not have a presence. However, considering the scale of the destruction, the government called for support in assisting its most affected population. WFP's initial

response was designed to address immediate needs, but at the same time the overall strategy of WFP's operations in the Caribbean recognized the importance of leaving more behind than just emergency relief. As markets opened and following a model successfully developed during the earthquake emergency in Ecuador in 2016, a joint cash transfer programme was established between the Government of Dominica and WFP to assist the affected population through an existing social protection programme known as the Public Assistance Programme (PAP). With further resources provided by UNICEF, the Government was able to ensure that the most affected and vulnerable populations were able to meet their food and other essential needs, laying the foundation for their long process of return to a normal life.

Beyond the provision of immediate assistance, the strategy behind this approach is to help strengthen government social protection systems through technical and financial expertise, so they can better respond to crises in the future. Helping national governments develop their own capacity to face a crisis is an effective way to provide long-lasting assistance, even with short term emergency resources. Most of these governments' social protection systems are under dire pressure to expand their coverage due to the severity of natural disasters, and the trend shows no sign of reversing. Indeed, most projections indicate that climate change will further increase the frequency and severity of storms as well as other natural disasters. In an October 2018 report, the Intergovernmental Panel on Climate Change (IPCC) warned against the lethal consequences of global warming, stressing that future climate-related risks depended on the rate, peak and duration of warming, with increasing warming amplifying the exposure to risks of small islands, low-lying coastal areas and deltas. Such a scenario would have dire consequences for the already vulnerable population living in these areas. Investing in so-called shock-responsive social protection and channeling cash through national social protection programmes can strengthen such systems and somewhat mitigate the negative effect of climate change, as the World Bank highlighted in a 2015 report.

It is in light of these experiences, coupled with the recognition of increasing risks associated with climate change for small island developing states, that WFP has expanded its presence in the Caribbean by opening an office in Barbados. The office is providing technical assistance and strengthening capacities of the Caribbean Disaster Emergency management Agency (CDEMA) and its 18 Participating States [2] to be able to better respond to future disasters and meet the needs of their populations. WFP's efforts focus on four main areas of support: information management and analysis, end-to-end supply chain management and emergency telecommunications, shock responsive social protection and climate change adaptation and risk financing.

Continued capacity strengthening on shock-responsive social protection seeks to build the information management capacity of the Government of Dominica, strengthen technical knowledge and capacities and ultimately invest in social protection programmes and systems across CDEMA's Participating States to be prepared before a disaster strikes. The renewed focus throughout the Caribbean will allow WFP to provide more concrete support to facilitate government investments in preparing their social protection systems to be shock-responsive before disasters strike.

Figures and Indicators

Data Notes

Cover page photo © WFP/Francesca de Ceglie

One of WFP's beneficiaries receives the unconditional Emergency Cash Transfer at her local village council.

[1] The Bahamas, Belize, Dominica, Grenada and Haiti.

[2] CDEMA is an inter-regional supportive network of independent emergency units throughout the Caribbean region. Participating States include: Anguilla, Antigua and Barbuda, Commonwealth of the Bahamas, Barbados, Belize, Commonwealth of Dominica, Grenada, Republic of Guyana, Haiti, Jamaica, Montserrat, St. Kitts & Nevis, Saint Lucia, St. Vincent & the Grenadines, Suriname, Republic of Trinidad & Tobago, Turks & Caicos Islands and the British Virgin Islands.

[3] German Watch, 2018.

[4] Puerto Rican Virgin Islands: Vieques, Culebra; U.S. Virgin Islands: St. Thomas, St. John, St. Croix, Water Island; British Virgin Islands: Jost Van Dyke, Tortola, Virgin Gorda, Anegada; Anguilla; Saint Martin; Saint-Barthélemy; Saba; Sint Eustatius; Saint Kitts; Nevis; Barbuda; Antigua; Redonda; Montserrat; Guadeloupe; La Désirade; Îles des Saintes; Marie-Galante.

Overview of Project Beneficiary Information

Table 1: Overview of Project Beneficiary Information

Beneficiary Category	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
Total Beneficiaries	12,750	12,250	25,000	12,883	12,629	25,512	101.0%	103.1%	102.0%
EMOP-PARB-Emergency Food Assistance to C									
By Age-group:									
Children (under 5 years)	2,275	2,175	4,450	1,097	1,072	2,169	48.2%	49.3%	48.7%
Children (5-18 years)	1,825	1,775	3,600	2,347	2,296	4,643	128.6%	129.4%	129.0%
Adults (18 years plus)	8,650	8,300	16,950	9,439	9,261	18,700	109.1%	111.6%	110.3%
By Residence status:									
Residents	12,750	12,250	25,000	12,884	12,628	25,512	101.1%	103.1%	102.0%

Participants and Beneficiaries by Activity and Modality

Table 2: Beneficiaries by Activity and Modality

Activity	Planned (food)	Planned (CBT)	Planned (total)	Actual (food)	Actual (CBT)	Actual (total)	% Actual v. Planned (food)	% Actual v. Planned (CBT)	% Actual v. Planned (total)
EMOP-PARB-Emergency Food Assistance to C									
Unconditional resource transfers to support access to food	-	25,000	25,000	-	24,077	24,077	-	96.3%	96.3%
Asset creation and livelihood support activities	-	2,500	2,500	-	1,135	1,135	-	45.4%	45.4%

Annex: Participants by Activity and Modality

Activity	Planned (food)	Planned (CBT)	Planned (total)	Actual (food)	Actual (CBT)	Actual (total)	% Actual v. Planned (food)	% Actual v. Planned (CBT)	% Actual v. Planned (total)
EMOP-PARB-Emergency Food Assistance to C									
Unconditional resource transfers to support access to food	-	5,000	5,000	-	7,296	7,296	-	145.9%	145.9%
Asset creation and livelihood support activities	-	500	500	-	344	344	-	68.8%	68.8%

Participants and Beneficiaries by Activity (excluding nutrition)

Table 3: Participants and Beneficiaries by Activity (excluding nutrition)

Beneficiary Category	Planned (male)	Planned (female)	Planned (total)	Actual (male)	Actual (female)	Actual (total)	% Actual v. Planned (male)	% Actual v. Planned (female)	% Actual v. Planned (total)
EMOP-PARB-Emergency Food Assistance to C									
Unconditional resource transfers to support access to food									
All	2,600	2,400	5,000	3,684	3,612	7,296	141.7%	150.5%	145.9%
Total participants	2,600	2,400	5,000	3,684	3,612	7,296	141.7%	150.5%	145.9%
Total beneficiaries	12,750	12,250	25,000	12,159	11,918	24,077	95.4%	97.3%	96.3%
Asset creation and livelihood support activities									
All	260	240	500	217	127	344	83.5%	52.9%	68.8%
Total participants	260	240	500	217	127	344	83.5%	52.9%	68.8%
Total beneficiaries	1,274	1,226	2,500	574	561	1,135	45.1%	45.8%	45.4%

Project Indicators

Outcome Indicators

Outcome	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
EMOP-PARB-Emergency Food Assistance to C				
SR1 Everyone has access to food				
Vulnerable people in targeted areas affected by the hurricane are able to meet their basic food and nutrition requirements in the aftermath of the shock				
Consumption-based Coping Strategy Index (Average) / Female				
<i>DOMINICA, Project End Target: 2018.03, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<18.30	18.30	21.50	27.14
Consumption-based Coping Strategy Index (Average) / Male				
<i>DOMINICA, Project End Target: 2018.03, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<14.28	14.28	20.17	29.14
Consumption-based Coping Strategy Index (Average) / Overall				
<i>DOMINICA, Project End Target: 2018.03, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<16.76	16.76	20.90	27.90
Food Consumption Score / Percentage of households with Acceptable Food Consumption Score / Female				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	>87.60	87.60	86.90	91.00
Food Consumption Score / Percentage of households with Acceptable Food Consumption Score / Male				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	>75.50	75.50	78.70	80.00
Food Consumption Score / Percentage of households with Acceptable Food Consumption Score / Overall				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	>83.00	83.00	83.20	86.80
Food Consumption Score / Percentage of households with Borderline Food Consumption Score / Female				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<8.20	8.20	9.50	5.10
Food Consumption Score / Percentage of households with Borderline Food Consumption Score / Male				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<10.40	10.40	13.30	14.70

Outcome	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
Food Consumption Score / Percentage of households with Borderline Food Consumption Score / Overall				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<9.10	9.10	11.20	8.80
Food Consumption Score / Percentage of households with Poor Food Consumption Score / Female				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<4.10	4.10	3.60	3.90
Food Consumption Score / Percentage of households with Poor Food Consumption Score / Male				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<14.00	14.20	8.00	5.30
Food Consumption Score / Percentage of households with Poor Food Consumption Score / Overall				
<i>DOMINICA, Project End Target: 2018.07, Base value: 2018.02, WFP survey, PDM, Previous Follow-up: 2018.03, WFP programme monitoring, PDM, Latest Follow-up: 2018.07, WFP programme monitoring, PDM</i>	<8.00	8.00	5.60	4.40

Gender Indicators

Cross-cutting Indicators	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
EMOP-PARB-Emergency Food Assistance to C				
Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality / Decisions jointly made by women and men				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.07, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	>45.10	45.10	66.20	36.40
Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality / Decisions made by men				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.07, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	<16.90	16.90	16.90	36.30
Proportion of households where women, men, or both women and men make decisions on the use of food/cash/vouchers, disaggregated by transfer modality / Decisions made by women				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.07, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	<38.00	38.00	16.90	27.30

Protection and Accountability to Affected Populations Indicators

Cross-cutting Indicators	Project End Target	Base Value	Previous Follow-up	Latest Follow-up
EMOP-PARB-Emergency Food Assistance to C				
Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance) / Female				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.03, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	=100.00	11.20	19.70	46.80
Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance) / Male				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.03, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	=100.00	10.40	15.90	43.20
Proportion of assisted people informed about the programme (who is included, what people will receive, length of assistance) / Overall				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.03, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	=100.00	10.90	18.00	45.40
Proportion of targeted people accessing assistance without protection challenges / Female				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.07, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	=100.00	98.80	100.00	98.10
Proportion of targeted people accessing assistance without protection challenges / Male				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.07, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	=100.00	92.50	99.10	94.70
Proportion of targeted people accessing assistance without protection challenges / Overall				
<i>DOMINICA, Provide unconditional food assistance to food insecure households, Cash, Project End Target: 2018.07, Base value: 2018.02, Previous Follow-up: 2018.03, Latest Follow-up: 2018.07</i>	=100.00	96.40	99.60	96.80