



**POST PROJECT EVALUATION  
FOR THE  
UNITED NATIONS DEMOCRACY FUND**

**UNDEF Funded Project / UDF-14-631-DOM  
Towards a Rights-based Political Culture for the Political Participation  
of the Dominican Population of Haitian Origin**

**16 November 2018**

## Acknowledgements

The evaluator would like to thank the members and staff of Oxfam Intermón and CEDES, who took the time to share their experiences and information. In particular, the evaluator would like to thank Beneco Enecia, Claudia Saleta and Carolina Rodoli and UNDEF Mikiko Sawanishi and her team for their invaluable assistance, information and logistical support. All errors and omissions remain the responsibility of the author.

## Disclaimer

The views expressed in this report are those of the evaluator. They do not represent those of UNDEF or of any of the institutions referred to in the report.

## Authors

This report was written by Eva Otero assisted by Julia Pardessus.

## Project Area

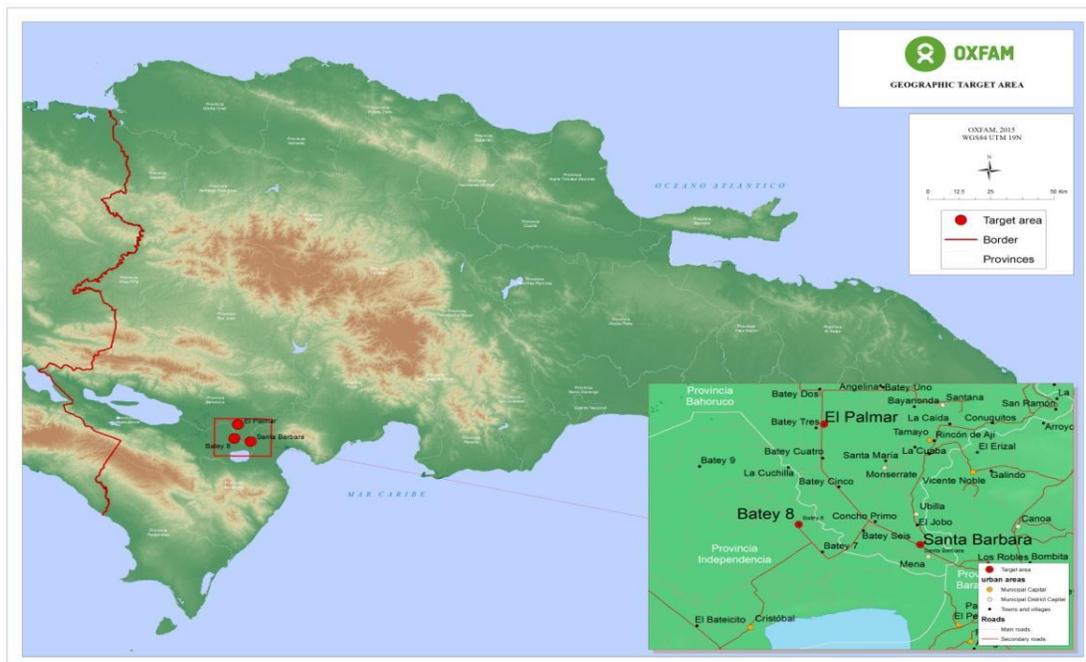


Figure 1: Project location

The present project operated in three municipal districts in the Dominican Republic, located in two border provinces; Batey 8 and Santa Bárbara (Independence Province) and Palmar (Bahoruco Province) where the evaluator visited (see figure 1).

## TABLE OF CONTENTS

<b>I. OVERALL ASSESSMENT</b>	<b>4</b>
<b>II. PROJECT CONTEXT</b>	<b>6</b>
(i) Development context	6
(ii) Project objective and intervention rationale	7
<b>III. EVALUATION APPROACH</b>	<b>8</b>
<b>IV. EVALUATION FINDINGS</b>	<b>9</b>
(i) Relevance	9
(ii) Effectiveness	9
(iii) Impact	17
(iv) Efficiency	22
(v) Sustainability	24
(vi) UNDEF added value	26
<b>V. CONCLUSIONS AND RECOMMENDATIONS</b>	<b>26</b>
(i) Conclusions	26
(ii) Recommendations	28
<b>VI. LESSONS LEARNED</b>	<b>30</b>
<b>VII. ANNEXES</b>	<b>31</b>
Annex 1: Evaluation questions and detailed findings	31
Annex 2: Documents reviewed	34
Annex 3: Persons interviewed	36
Annex 4: List of acronyms	38

## I. OVERALL ASSESSMENT

This report contains the evaluation of the UNDEF project entitled “Towards a Rights-based Political Culture for the Political Participation of the Dominican Population of Haitian Origin” (UDF-14-631-DOM). The project was implemented from 1 March 2016 to 31 September 2017 with a total grant of 220,000, by *Fundación Oxfam Intermón*, and its local partner *Centro de Desarrollo Sostenible* (CEDESO), Tamayo, Dominican Republic. The project aimed at promoting recognition of the rights of Dominicans of Haitian descent, Haitian immigrants, and those at risk of deportation in three municipal districts in the Dominican Republic.

The overall assessment of the project is very positive. The project has **addressed one of the main priorities of the targeted communities**; to restore the Dominican nationality of Haitian descendants. This is important because this regularization is conditioning their access to basic services such as education and employment.

The design of the project followed a multidimensional approach that went beyond a mere legal accompaniment to the people affected by the Constitutional Court’s Judgment 168/13. A key approach of the initiative was to design strategies that empowered a critical mass of potential beneficiaries to be active agents in the promotion of their own rights.

The evaluation identified only a few aspects that may have been improved in the design phase: a) the time elapsed between the development of the concept note (late 2014) and the signature of the full-fledged project (February 2016) was too long; b) the logical framework approach used to design the intervention failed to fully capture the complexity of the personal, political and social transformations that were implicit in its aims; and c) gender was not mainstreamed in the design of the project. However, the implementation had a strong and clear gender focus that was not reported to UNDEF.

The project **implemented all the activities and outputs planned** in the design with some minor variations. It is important to point out that at times the scope of several of the activities was extended.

As of 26th of September 2018 CEDESO had accompanied a total 758 people in their efforts to regularize their legal status, 45% of them were women. These were 173 more people than those reported in the final progress report to UNDEF in December 2017 which proves that the organisation continued working on the project’s outcomes after the project had formally ended. However, the database designed for the project was insufficient to effectively document all the phases and nuances of each of the cases that CEDESO accompanied

All capacity building activities (i.e. community workshops and self-help groups) were implemented as planned. The evaluation found that frequently there was a significant overlap among the participants of these activities which had positive repercussions for the impact of the project.

The project **has contributed to transformations** at different levels: a) It has strengthened the capacities of the beneficiaries (new knowledge, empowerment, social awareness and sense of agency); b) it has contributed to opening new spaces for positive policy dialogue and to getting issues on to the political agenda (nationally and internationally); and c) it has made tangible contributions that changed the lives of beneficiaries. 118 people in Group A have managed to resolve their files (57 men and 61 women) and 214 people in Group B got their provisional residence permit.

The project also **contributed significantly to the strengthening** of the civil society platform “Dominicanos por Derecho” (DXD). The Platform continues to have a voice and legitimacy in national and international venues.

Despite these documented contributions to impact, it is important to point out that the situation addressed by the project is rooted in social and cultural discriminatory system firmly embedded in a large sector of the Dominican Republic. Changing (or denting) this is a generational transformation that would require a sustained effort much greater than the investment allowed for this project.

The **value for money of the project has been very high**, taking into account the impeccable implementation of all planned activities in addition to the changes that they have been contributed to.

The **administrative and management systems worked smoothly**. The Project had a democratic and horizontal style with strong leadership from the local organization CEDES0 that ensured that all the decisions had the beneficiaries at their heart.

The **main risk to the sustainability of the project is the scarcity of international funds** available. At the local level the sustainability is guaranteed due to the strong involvement and the accountability that CEDES0 feels towards the community. This places an immense burden on the organisation that might be unsustainable in the long term.

As this is a theme that by its nature relies on international support, UNDEF financial contribution has been particularly welcome and relevant. Additionally, **UNDEF has offered** this support in a context of scarce funds, contributing in turn to the **legitimacy and credibility** of the project through the UN brand.

#### ***Recommendations***

1. For UNDEF – Consider putting extra emphasis in the **selection of the grantees** weighing their capabilities. Once the Fund has established that the grantee is a capable partner with a strong track record in development allow more freedom in design and implementation phase of the project.
2. For UNDEF, Oxfam Intermón and CEDES0 –Use **Theory of Change (ToC)** as a complementary approach to the logical framework.

3. For UNDEF – Make sure that the project design phase and the reporting tools capture appropriately the **gender perspective**.
4. For Oxfam Intermón and CEDES0 – When possible invest in perfecting a **functional system to document** the support given to the population.
5. For UNDEF – Consider using **different types of contracts**, beyond the consultancies, better suited to attract and retain talent locally.
6. For Oxfam Intermón and CEDES0 – In future projects strengthen the component on raising awareness as it needs sustained action.
7. For all –It is important to **re-double the efforts to mobilise resources** if the results of the Project are to be sustained.
8. For UNDEF – Consider further **funding a second phase** of this project.

## II. PROJECT CONTEXT

### *(i) Development context*

According to recent reports of the Inter-American Commission for Human Rights (IACHR)<sup>1</sup> and Amnesty International<sup>2</sup>, since the early 1990s Dominican-born children of Haitian descent have been the target of several administrative, legislative and judicial decisions and random bureaucratic practices by the Dominican authorities aimed at restricting their access to Dominican identity documents and ultimately to Dominican nationality.

The reasons underlying these decisions are rooted in a context of structural discrimination based mainly on racial and ethnic criteria and therefore firmly embedded in a large sector of the Dominican society. In fact, this type of structural discrimination can be traced back to Haiti's occupation of the Dominican Republic in 1822 and to the rise of anti-Haitian sentiments<sup>3</sup> subsequently exacerbated by the social perception of Haitian migrants employed by the Dominican sugar industry from the early 1900s until the 1980s.

In 2013, the Constitutional Court's Judgment 168/13 provided a key step to formalise this discriminatory sentiment. The Judgment established that **only persons born in the Dominican Republic to Dominican parents or legal residents were considered citizens**. This interpretation was applied retroactively to all persons born between 1929 and 2010 and their offspring, **depriving hundreds of thousands of people of their Dominican nationality and therefore of their national identity documents**<sup>4</sup>. In 2012, right after the judgment was passed, there were 209,912<sup>5</sup> Dominicans of Haitian descent at risk of being affected by the measure.

These effects had (and have) far reaching consequences in people's daily lives. Most notably, it restricts access to formal education and work, as well as to exercising citizen rights such as political participation. Other effects are subtler but equally disabling, for example, the fear of

<sup>1</sup>Inter-America Commission for Human Rights (IACHR), Report on the Situation of Human Rights in the Dominican Republic, December 2015.

<sup>2</sup> Amnesty International, Without papers, I am no one' Stateless people in the Dominican Republic. November 2015

<sup>3</sup> Inter-America Commission for Human Rights (IACHR), Report on the Situation of Human Rights in the Dominican Republic, December 2015.

<sup>4</sup> Sectors behind this decision argue that in the Haitian Constitution there are the figures of jus sanguini and jus soli. Therefore Judgement 168/13, would not take away the right to nationality of these people, since the Haitian Constitution recognizes them as Haitian nationals even if they were born in foreign territory.

<sup>5</sup> Encuesta Nacional de Inmigrantes. One/UNFPA 2012.

being detained (and even deported) by police forces affects the mobility of people. This same apprehension and fear often translate into disempowerment, apathy, anxiety, depression and other mental conditions.

Dominican civil society and international human rights organisations strongly condemned Judgment 168-13. In response to the wave of national and international disapproval, the Dominican Congress adopted in May 2014 the Law 169-14<sup>6</sup>.

The Law promised to restore citizenship to people who were a) born in the Dominican Republic to foreign parents who were irregular migrants, and b) whose births had been legally registered. This group come to be known as “Group A”.

It also offered a path to naturalise citizenship for a second group, known as “Group B,” who were also born in the Dominican territory to foreign parents in an irregular situation but who were not registered as Dominican citizens at birth<sup>7</sup>.

Although this Law was considered as a step in the right direction<sup>8</sup>, it failed to provide an effective response to the broad casuistry that emerged from the implementation of Judgment 168-13.19. The bureaucratic processes that both groups A and B had to follow to regularize the situation in the country have often been hampered by haphazard administrative requirements and/or by officials who did not have a clear or shared vision of the application of the Law. It is important to notice that this situation does affect differently men and women. For example, as the project document points out, for those at risk of statelessness, this condition is being passed down matrilineal (undocumented mothers are unable to complete their children’s birth declaration even when the father is Dominican).

### *(ii) The project objective and intervention rationale*

This report contains the evaluation of the project entitled “Towards a Rights-based Political Culture for the Political Participation of the Dominican Population of Haitian Origin”.

As defined in the Project Document (UDF-14-631-DOM) **its objective was promoting recognition of the rights of Dominicans of Haitian descent, Haitian immigrants, and those at risk of deportation in three municipal districts in the Dominican Republic.**

The project ran from 1 March 2016 – 31 September 2017<sup>10</sup>, with a total grant of USD 220,000 (out of which UNDEF retained USD 20,000 for monitoring and evaluation).

---

<sup>6</sup> After the Project concept note was approved but before the Project started its implementation.

<sup>7</sup> Dreams deferred: The struggle of Dominicans of Haitian descent to get their nationality back, (CEDESO and others, 2017)

<sup>8</sup> Amnesty International, *Without papers, I am no one’ Stateless people in the Dominican Republic*. November 2015

<sup>9</sup> Dominicanos por Derechos, The Institute on Statelessness and Inclusion, The Centre for Justice and International Law Joint Submission to the Human Rights Council at the 32nd “Session of the Universal Periodic Review Third Cycle, January-February 2019”, July 2018

<sup>10</sup> Including a one-month extension as the project planned to complete in 18 months.

The project was designed and implemented by *Fundación Oxfam Intermón*, Santo Domingo, Dominican Republic and its local partner *Centro de Desarrollo Sostenible (CEDESOS)*, Tamayo, Dominican Republic.

The target population consisted of women and men of Haitian descent in the three identified communities with a special emphasis on young people and particularly on young mothers and their children.

CEDESOS conducted a census in these districts of possible affected people (see table 1). A key approach of the initiative was to design strategies that empowered a critical mass of these potential beneficiaries to be active agents in the promotion of their own rights. In this spirit, the project was designed around three outcomes:

Outcome 1 - Capacity Development: Capacitating community leaders and affected population on key issues such as Human Rights and creating support mechanisms among potentially affected population.

Outcome 2 - Awareness raising: Raising awareness among community members on the human rights situation of the people potentially affected.

Outcome 3 - Regularization support: Providing direct support in the regularization and registration process to affected people and influencing positive policy changes to improve this regularization process.

Each outcome had connected outputs that are detailed and analysed under the effectiveness chapter.

### III. EVALUATION APPROACH

The objective of UNDEF post-project evaluations is to undertake an in-depth analysis of UNDEF-funded projects to gain a better understanding of what constitutes a successful project, to identify lessons learned, and to make specific proposals and recommendations, which will in turn help UNDEF devise future project strategies. This evaluation involved the collective examination and assessment of the project by stakeholders and beneficiaries whose feedback was treated anonymously. This means that stakeholders' input is only released in

Community	Inhabitants	Group A	Group B
<i>Batey 8</i>	3930	2388	170
<i>Santa Barbara</i>	2780	1198	199
<i>Palmar</i>	8183	5448	150
<b>Total</b>	<b>14893</b>	<b>9034</b>	<b>519</b>

summary form where no individuals can be identified. In addition, this was a gender responsive evaluation, in compliance with the UNEG norms and standards<sup>11</sup>. In answering the evaluation questions, the evaluator drew from the best available evidence coming from the following research tools:

**Desk review:** UNDEF/Oxfam Intermón provided a large body of documents that were examined together with relevant documentation gathered during the field mission. The consultant also reviewed a number of third-party reports and official documents (see Annex 2 for a complete list).

**In-depth informant interviews and focus groups:** The evaluator conducted semi-structured interviews and focus groups with key informants during a field mission to Dominican Republic from the 3<sup>rd</sup> to the 8<sup>th</sup> of September 2018 (see Annex 3 for detailed agenda of the field mission).

**Champions' workshops:** In order to take into account, the expectations and views of the beneficiaries, the evaluation included two Champions'<sup>12</sup> workshops on the 5<sup>th</sup> and 7<sup>th</sup> of September 2018 in Batey 6 and Batey 8 with 31 beneficiaries (see Annex 3 for a detailed list of participants).

**Debriefing meeting:** Sharing conclusions before they are final as often as possible with the people who have provided the information was a critical part of the analysis process. To this end the evaluator organized a debriefing meeting with the Project Team at the end of the field mission on the 7<sup>th</sup> of September to share preliminary conclusions.

### III. EVALUATION FINDINGS

#### *(i) Relevance – Why was this project needed?*

##### **Adequacy**

The project clearly addresses one of the main priorities of the beneficiaries in the targeted areas. This is to restore the Dominican nationality of Haitian descents who were born in the Dominican Republic, or to regularise their legal situation in the country.

This is important because this regularization is conditioning their access to basic services such as education, employment, or banking services. The lack of documents is also hindering the exercise of their full civil rights. Equally important, it is affecting their sense of belonging, their freedom of movement and the confidence with which they confront their lives and the world. The adequacy of the project's aims is widely backed by reputable studies published before, during and after the implementation of the intervention, notably the reports of the Inter-American Commission for Human Rights (IACHR)<sup>13</sup> and Amnesty International<sup>14</sup>. Most

---

<sup>11</sup> <http://www.unevaluation.org/document/detail/1616>

<sup>12</sup> Champions are beneficiaries who had put into use the learning coming from the project and/or whose lives have been particularly touched by the project's activities.

<sup>13</sup> Inter-America Commission for Human Rights (IACHR), Report on the Situation of Human Rights in the Dominican Republic, December 2015.

<sup>14</sup> Amnesty International, Without papers, I am no one' Stateless people in the Dominican Republic. November 2015

relevantly, it was also unanimously backed by all stakeholders consulted during the evaluation including local authorities and beneficiaries themselves.

*“This (not having documents) was one of our biggest problems. We were dismissed from our jobs. The majority of the young people could not continue with their studies”* Project beneficiary in Champions’ workshop, Batey 8.

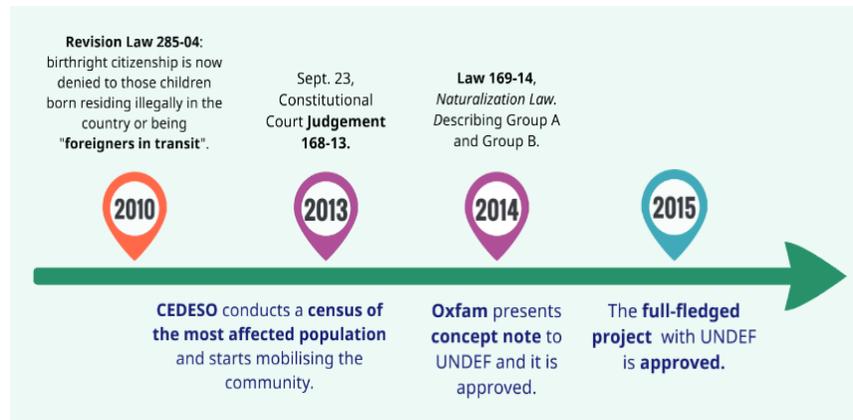
### Right place

The selection of the area of the project was fully adequate. The grantee and their local partner (CEDES0) chose an area where the prevalence of the problem was particularly acute. The area of action was concentrated in bateyes in areas bordering Haiti.

*Bateyes (Batey in singular) are settlements developed around sugar mills in Cuba, Puerto Rico and the Dominican Republic. In the Dominican Republic, they were traditionally populated by Haitian migrants who worked in the sugar industry, hence the high prevalence of Haitian descendants at present.*

The communities selected for the project are inside the border provinces of Barahuco and Independencia. These provinces ranked among the five less developed provinces in the Dominican Republic being Barahuco the least developed one according to UNDP<sup>15</sup>. Another relevant reason why the project focused on adequate communities is that CEDES0 has extensive experience working there. This organisation has developed a trustful relationship over the years with the targeted communities. This is an essential pre-condition when dealing with a problem of such a sensitive nature.

### Right time



There is a key point related to the relevance of this project that various stakeholders, including duty bearers and beneficiaries, highlighted during the course of the evaluation.

This was how it came at exactly the right time considering the political and legal developments

that were taking place.

<sup>15</sup> Mapa de Desarrollo Humano de la República Dominicana, UNDP, 2013 (pg. 63)

As figure 2 illustrates, the project was developed as the effects of the new legislation (Judgement 168-13 and Law 169-14) were unfolding. The timelessness of the initiative made it particularly relevant for the targeted beneficiaries.

### **Alignment**

The project is aligned with the mandate and the strategic aims of the donor (UNDEF), the grantee (Oxfam Intermón) and the local implementing agency (CEDESOC).

According to UNDEF Terms of Reference, the overall purpose of the Fund is *“to support democratization around the world by supporting projects that strengthen the voice of civil societies, promote human rights, and encourage the participation of all in democratic processes”*. This project touches upon all three aspects.

It is particularly relevant that the aims of the project are intrinsically in line with the *raison d’être* of the local implementing partner (CEDESOC). During the evaluation, it was widely acknowledged by stakeholders and third-party documents that the issues addressed by the intervention were tremendously complex and could not be solved by one single initiative. It was therefore essential for the relevance, effectiveness and sustainability of this initiative that it was inserted in a bigger institutional vision.

The evaluation found solid evidence suggesting that CEDESOC has been working for more than 15 years to preserve the wellbeing of the population of the targeted communities and that it has become the main reference in matters of nationality and regularisation of their legal status. Although the organisation does not have a formal strategy, stakeholders, including local authorities, beneficiaries and other NGOs, recognised their continuous work in this theme before, during and after the project.

The objectives of the project are explicitly addressed in the 2014-2019 strategy of Oxfam Intermón in the Dominican Republic. Furthermore, Oxfam Intermón has positioned itself publicly on the subject addressed by the project on several occasions<sup>16</sup>, becoming an influential voice on the subject.

In addition, in the United Nations Development Assistance Framework (UNDAF) (2012-2016) signed with the government of the Dominican Republic, there is a commitment to social and economic inclusion in the country, in line with the overarching aims of this project.

### **Design**

The design of the initiative had several notable aspects. This was revealed through a detailed analysis of the project document and the progress reports, and through the testimonies of stakeholders, from both management and beneficiaries.

### Multidimensional approach

---

<sup>16</sup><https://acento.com.do/2013/actualidad/1131985-la-oxfam-advierte-la-desnacionalizacion-debe-ser-suspendida/>

From the project's conception it was understood that such a complex problem required a multidimensional intervention. This meant **an intervention that would go beyond a mere legal accompaniment** to the people affected by the Dominican legislation.

The implicit Theory of Change (ToC) of the project was designed around three outcomes contributing to four dimensions of change (see figure 3). These four dimensions are:



Personal & invisible changes:

This refers to individual changes related to often subtle but powerful aspects such as improved sense of agency, for example to act upon the condition of statelessness; improved social awareness, notably, being aware that one's legal situation was shared by many neighbours; or gaining new knowledge, for example

related to one's rights. The project tackled this dimension, mainly but not exclusively, through the activities **undertaken under outcome 1 on capacity development.**

Collective & invisible changes: This refers to changes in attitudes, social norms and values in the targeted communities. This element was deemed essential when addressing structural discrimination based on racist values. The intervention tackled this dimension **under outcome 2 on raising awareness and to a lesser extent under outcome 1.**

Collective & visible changes: These transformations encompass changes in, for example, laws or written regulations. The project explicitly addressed this under part of **outcome 3 when trying to influence positive policy changes in the regularization process.**

Personal & visible changes: This refers to changes in how women and men access institutionalized services. This was tackled under **outcome 3** when supporting the regularization and registration processes available for beneficiaries.

Bottom - up design

One of the most remarkable aspects of the design phase was the leadership of the local counterpart (CEDESO). This allowed the voice of the communities to be represented in the conceptualization of the project and it increased its efficiency and relevance.

Length of design period

A year and half passed from the submission of the concept note (in late 2014) to the signing of the project document (in February 2016). The actual design of the full-fledge project took

around six months<sup>17</sup>. UNDEF had a thorough involvement formulating the project document which resulted in numerous drafts and revisions. This lengthy process, in the opinion of all the parties, significantly improved the quality of the intervention, although it also had the disadvantage of having been very time-consuming for all parties.

### Measuring change

Baseline, indicators and targets were defined at the outcome level. They were all accurately and reliably compiled under the leadership of the local implementing partner during the design phase. The project activities and outputs were satisfactorily formulated to make progress towards the project outcomes. All indicators and targets were adequately articulated following the SMART<sup>18</sup> approach. This allowed for the accurate measurement of progress during the project's implementation. However, the indicators associated with the outcomes were all *quantitative progress indicators* i.e. they were to measure the "what" was happening. Therefore, they could not capture in a useful and realistic manner; the range of changes to which the project has contributed (the "so what").

### Gender in the design

The design and implementation of the project contained an interesting paradox. The preliminary analysis of the project document and the progress reports clearly indicated that the project was not design with a gender focus. The project document only had a superficial analysis of how the problem that it addressed could affect women and men differently. The log frame did not contain gender-specific outcomes or outputs, and it did not formulate targets or indicators disaggregated by sex. The logic of the intervention did not include specific gender strategies. Finally, the progress reports did not report from a gender perspective and with sex-disaggregated data.

However, despite these limitations in the design phase, the implementation of the project had a strong and clear gender focus, as we will unpack throughout the report.

### *(ii) Effectiveness –What was done?*

The evaluation could validate that the project implemented all the activities as planned in the design with only some minor variations. It is noteworthy that at times the scope of several of the activities was significantly extended. What follows is an assessment on the outputs achieved through the implementation of the activities.

### **Outputs in outcome 1**

The evaluation could validate (through the analysis of participant lists, and the testimonies of beneficiaries and other stakeholders) that:

---

<sup>17</sup> In late 2014 Oxfam presented the concept note to UNDEF call for proposals. The actual selection process of concept notes went from January to August 2015. Then negotiation and design started after the approval of the SG. The design period lasted six months from September 2015 to February 2016

<sup>18</sup> Specific, Measurable, Achievable, Relevant and Time-bound.

- The workshops on documentation and regularization mechanisms (output 1.1.) were given as reported reaching 86 people, 57 of them were women.
- 32 self-help groups<sup>19</sup> were formed (output 1.2.). This is a much greater number than eight self-help groups intended in the original project document. A total of 426 people participated, of which 310 were women.
- A total of eight one-day training workshops (output 1.3.) on policy advocacy were held with a total of 160 attendants, 63% of them were women.
- Around 146 young community members were trained on human rights (output 1.4.).

It is important to note that there was a **significant overlap among the participants** of these workshops. This fact **had positive repercussions**. As we will highlight in the impact chapter, the people who had the opportunity to attend all workshops got a level of knowledge and awareness that allowed them to become a reference for the rest of the community. The community consulted agreed that this type of perceived legitimacy would not have been possible if people would have participated in only one isolated activity.

### Outputs in outcome 2

A two-days workshop on social media and web tools was conducted for 40 young leaders, five from each Batey targeted by the Project (output 2.1).



There was also a **significant overlap** between the participants of this workshop and others organised by the project. This meant that **the group did not start from scratch**. The participants already had a level of knowledge and awareness about the complex issues that were intended to be disseminated in the networks of community reporters.

The establishment of a network of community reporters (output 2.2.) was independently verified by UNHCR. The network included 36 stateless youth (20 female and 16 male) of ages from 16 to 25 from 8 different bateyes<sup>20</sup>. The positive assessment expressed in the UNHCR validation report was shared by network members consulted during the evaluation.

An important limitation faced by the good functioning of these networks was the low familiarity of the members with the various social media. Furthermore, **many of the participants did not own a smartphone** or could not afford to have a mobile phone package. The project made provisions to facilitate the purchase of smartphones and access to networks, even if not for all members. This solution worked during the implementation of the Project, but it had implications for the sustainability of this output (see chapter on sustainability).

<sup>19</sup> Annex 2 to Final Narrative Report of the Project.

<sup>20</sup> UNHCR Validation report, 2017

The local campaign (output 2.3.) consisted in the design of t-shirts, public posters, radio jingles, a weekly radio program on the Local *Radio Enriquillo*, posters, and banners for public transport. All materials were inspired or directly designed by the work of community reporters. The campaign was complemented with articles in the national press and other actions of a wider scope.



The evaluation could confirm the existence of all these products and the scope they had had. For example, several posters are still present in the streets of the bateyes and several people consulted spontaneously referred to the discussions they had heard on the local radio programs.

### **Outputs in outcome 3**

Before entering the assessment of these outputs, it is important to explain the complexity of identifying, registering and accompanying the beneficiaries of the project. This process can be divided into at least two major phases:

- a) **Identification of cases of possible affected people** - The project had a major role at this stage. CEDES, having gained the trust of the community through the years, could collect a large amount of information about each person and/or family and record it in their databases.
- b) **Registration with adequate authority (starting formal process) and searching for evidence backing the case** - The evaluation could confirm through multiple and unanimous testimonies that this phase is far from straightforward. Affected people have to deal with random administrative practices and, on numerous occasions, with officials who are poorly informed and/or have little willingness to help.

The counselling done by CEDES staff or by the community promoters trained in the project workshops was more arduous than expected. The expenses associated with this phase are also important since often those affected (and therefore also the accompanying people) were required to go to different government offices, including to Santo Domingo (almost 200 kilometres away from the project area).

#### Output 3.1. Identification of cases

The evaluation could determine that the project invested a considerable effort in developing tools to be able to give an adequate follow-up to each case.

Most significantly, a database was designed using the software Kobo at the beginning of the project. The database covered in great detail all relevant fields to identify people at risk. However, it became apparent during the evaluation that this initial design was insufficient to effectively document all the phases and nuances that each case could have; especially in the second phase (registration and searching for evidence). This meant that CEDES regularly resorted to parallel systems in Excel in which other important details were recorded, for

example, appointment assignments with authorities, subsequent interviews and all required and submitted documents.

An exhaustive study of the databases of CEDESO determined that during the course of the project the **organization identified and recorded 960 people** susceptible to being helped, 46% of them were women.

Once the project had finished, CEDESO continued its work of the identification of the people who needed to regularize their situation. Since the end of 2017, the organisation has recorded 394 additional people in their database of whom 329 are women.

### Output 3.2.: People counselled

A detailed analysis of CEDESO's databases has determined that as of the 26th of September 2018, **the organization had counselled a total 758 people** of Haitian descent, 45% of whom were women.

These were 173 more people than those reported in the final progress report to UNDEF in December 2017. This corroborates the information obtained during the field mission (through observations and testimonies): it pointed out that CEDESO has continued working on this output beyond the end of the project. The evaluation report will return to this aspect under the sustainability chapter.

Of the 758 people counselled, 492 belonged to Group A; 215 belonged to Group B and 51 were Haitian migrants. The evaluator analysed the results of these efforts under the impact chapter. The beneficiaries consulted during the evaluation, as well as the local authorities, praised the **quality and usefulness** of the counselling services provided by CEDESO. However, as already pointed out and quantified, the local counterpart had serviced many more people than the project covered. This meant, in the view of CEDESO, that sometimes the beneficiary groups were too large to be able to offer them as careful attention as the organisation would have liked.

### Output 3.3.: Thematic reports

As planned, two thematic reports on the human rights situation of the people of Haitian descent were prepared and published.

One was prepared with the Centre for Migratory Observation and Social Development (OBMICA) and it dealt with the diverse casuistry that Law 169/14 did not cover. The other report entitled *Dreams Deferred* was written under the auspices of the Robert F. Kennedy Human Rights Foundation and American Jewish World Service (AJWS). Both reports were praised during the evaluation for their **excellent technical quality** and rigor.



**Output 3.4.: National Campaign** In this output, the target of organizing 18 advocacy meetings was widely surpassed. In fact, it was under this output that a National Campaign was articulated with more than 35 documented meetings and mobilisations with local and national authorities, government officials, media and

other relevant opinion leaders.

### Gender in the implementation

From a gender perspective, it is important to highlight two aspects:

- The project had systematic methods to collect information disaggregated by sex in all activities. However, this information was not reflected in the progress reports.
- The project reached an equal number of women and men.

This did not happen by chance. During the evaluation, several voices highlighted how Oxfam Intermón maintained a vigilant and supporting role throughout the implementation of the project, ensuring that more women were involved in all facets of the intervention and that gender was mainstreamed in most of the outputs (albeit not in all of them).

CEDESO, although it did not lead this effort, was receptive at all times and facilitated the gender mainstreaming in an effective manner.

### *(iii) Impact – So, what was achieved?*

In the effectiveness chapter the report analyses what was done. This impact chapter addresses what was achieved. In other words, it lies down evidence (and a line of reasoning) from which we can conclude, within some level of confidence, that the project has made an important **contribution to documented changes**<sup>21</sup>.

As stated under the chapter on the project's design, these changes can be divided in four dimensions; 1) invisible and personal; 2) invisible and collective; 3) visible and collective; and 4) visible and personal.

**This chapter is organised following these four dimensions of change but also following the three outcomes as formulated in the project document.**

## **OUTCOME 1 – WORKING ON CHANGES THAT WERE PERSONAL AND INVISIBLE**

### **Capacity development: Enhancing the capacity of the targeted beneficiaries and partners**

According to the testimonies of the beneficiaries and other stakeholders, the project has contributed significantly to strengthening people's capacities in several aspects.

The beneficiaries increased their **knowledge** about their own rights, about the legislation in force in the Dominican Republic that affected their status, and about the administrative mechanisms to formalize their situation.

---

<sup>21</sup> [https://www.betterevaluation.org/en/plan/approach/contribution\\_analysis](https://www.betterevaluation.org/en/plan/approach/contribution_analysis)

Evidence suggests that this knowledge was acquired through the workshops organised by the project but also, through the counselling given to the beneficiaries to regularize their situation, regardless of whether they could resolve their cases.

The project also contributed to three key personal aspects; a) empowerment, b) social awareness and c) a sense of agency.

- a) **Empowerment** - This is the process of **becoming stronger**, more aware and having more confidence, even if there is no action involved. For example, many of the people consulted expressed feelings well illustrated in the following quote: *"The psychological change must be valued. To see that I also exist, I am here and I can get my documents."* Beneficiary from workshop in Batey 8.
- b) **Social awareness** – This as an aspect particularly valued by beneficiaries. It is the realization that the **same problem one has is also affecting other members of the community**. This has increased the feeling of collective strength and belonging. Testimonies from beneficiaries suggest that prior to the project's activities many affected people accepted their situation with shame and were afraid that their neighbours would reject them because they thought their legal situation was unique. Additionally, it was crucial increasing social awareness among people with certain power in the communities. For example, CEDES0 organised specific trainings for local authorities, local officials, teachers and school directors, etc. In these spaces, teachers became aware of the situation of some of their students, who did not have legal documentation. This awareness triggered the decision to allow undocumented children to carry out their studies.
- c) **Sense of agency** - The evaluation was also able to document several cases in which the affected people stated that **they had acted** motivated by the new knowledge and by the increased empowerment. *"We have learned how to approach a civilian officer to make them understand that we also have rights"* Champion workshop in Batey 8.

### Institutional strengthening

The project has contributed to **strengthen the organizational capacities**, especially of the local counterpart CEDES0.

Since its foundation CEDES0 has been a community organization close to the population with which it worked in the south-west of the Dominican Republic. Its scope of action has been limited to local development interventions.

According to the CEDES0 management team, through this project the organization has understood **the importance of political advocacy**. This is addressing the origin of the problems and not only their consequences. This has been described in CEDES0 as an *"aha moment"* that has allowed them to enter a different area of action than usual.

Making use of the remarkable experience that Oxfam Intermón has in political advocacy campaigns, CEDESOC has positioned itself as one of the key players in the claim of the rights of Haitian descendants in the Dominican Republic, both nationally and internationally. All the stakeholders consulted recognized their key role in the national platform *Dominicanos por Derechos* (DxD) that are currently coordinating. DxD is now a reference in the country of human rights advocacy for Haitian descendants. Actually, they have just published a manual on the issue<sup>22</sup>.

## OUTCOME 2 – WORKING ON CHANGES THAT WERE COLLECTIVE AND INVISIBLE

### Raising awareness of community members on the human rights situation of the beneficiaries

This is the outcome where the evaluation has found **less evidence of contribution** to transformations. The analysis of the context and the testimonies of the people consulted lead us to conclude why this type of impact is particularly difficult to achieve with a project of this scope.

As stated under the context chapter, the situation addressed by the project is rooted in a social and cultural discriminatory system firmly embedded in a large sector of the Dominican Republic. Changing (or denting) this is a **generational transformation** that would require a sustained effort much greater than what the investment of this project permitted. This said, evidence suggests that the activities conducted in this intervention, particularly under outcome 2, were **a step in the right direction** or rather *a drop in the right ocean*.

The evaluation documented several important examples illustrating how the activities of the project **had an accumulative effect**. They have added to the efforts that CEDESOC and other organizations have been making in these communities over the years to change the perception of the population of Haitian descendants, including the perception that this population has of themselves. This is well illustrated by the following quote shared by a local official: *“I grew up among Batey 7, 8 and 9. Thanks to those groups (CEDESOC and others) that have penetrated here, the mentality of the people has changed”*.

At the national level, the project's campaign actions have clearly and significantly contributed to **broadening the voice of Dominican civil society** through the DxD Platform. This, as we pointed out in the following chapter, has also had a clear effect on the national and international political playfield.

A very remarkable aspect of the project's advocacy work, both locally and nationally, has been agglutinating the efforts of the campaign under the **umbrella of a cause** (rights of persons of Haitian descent) rather than under the logos of organizations. Evidence suggests that this strategy has helped to convey the messages more clearly reinforcing their legitimacy.

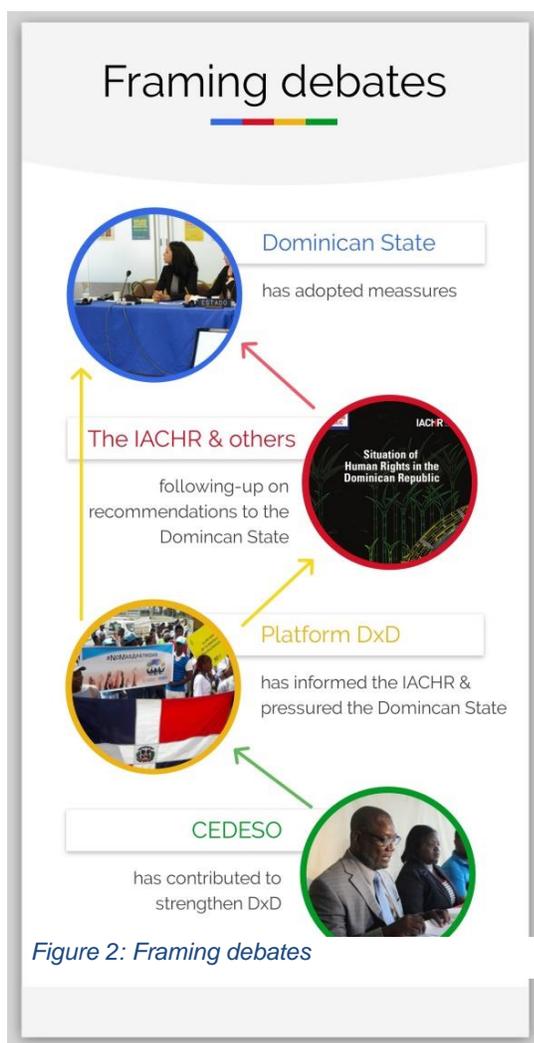
---

<sup>22</sup> Dominicanos por Derechos (DxD) and others, Advocacy Manual: Asserting the Right to Nationality without Discrimination and Combatting Statelessness in the Dominican Republic, September 2018

## OUTCOME 3 – WORKING ON CHANGES THAT WERE COLLECTIVE AND VISIBLE

### Influencing positive policies changes in regularization of Haitian descendants

Policy cannot be understood as one single, discrete decision. The evaluation took the view of the Overseas Development Institute (ODI) and other leading academics<sup>23</sup> to broaden this approach. **Policy is understood here as a series of documents and decisions that are best described as a set of processes, activities or actions.**



These sets of process can encompass; 1) framing debates and getting issues on to the political agenda; 2) opening new spaces for policy dialogue; 3) changes in behaviour and implementation at various levels; and of course, 4) affecting policy content. The evaluation found evidence suggesting that project activities have contributed to significant changes in the first two dimensions.

Framing debates and getting issues on to the political agenda (see figure 4)

Several International Organisations, including the IACHR, have acknowledged that the Dominican State has begun to adopt a series of measures, driven mainly by the Executive Branch, to respond to the situations raised following the enactment of the Constitutional Court Judgement of 2013 and the Naturalization Law of 2014<sup>24</sup>.

The analysis of the desk review and the testimonies collected during the evaluation unanimously suggest that **the sustained effort of Dominican civil society to keep these issues on the national political agenda has been a fundamental ingredient for the Dominican Government to respond** (see figure 4). The National Platform DxD, of which CEDESO is a coordinator, has been credited as a leading and credible voice of the Dominican Civil Society on this issue.

The evaluation gathered hard evidence confirming that the **DxD Platform is systematically present in the international discussion spaces** representing civil society<sup>25</sup>. In addition, the research papers published by the Platform and its members, including the reports sponsored by this project, have served to inform the IACHR and other international organizations<sup>26</sup>.

<sup>23</sup> <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/6453.pdf>

<sup>24</sup> Inter-American Committee for Human Rights, Chapter V: Follow-up on recommendations issued by the IACHR in its country or thematic reports, December 2017.

<sup>25</sup> [https://www.youtube.com/watch?v=VSLk8F0M\\_34&list=PL5QlapyOGhXuLZonmAfYVnY2MzM6-qcUr&t=0s&index=8](https://www.youtube.com/watch?v=VSLk8F0M_34&list=PL5QlapyOGhXuLZonmAfYVnY2MzM6-qcUr&t=0s&index=8)

<sup>26</sup> THE IACHR in the 2017 annual report: CHAPTER V FOLLOW-UP OF RECOMMENDATIONS FORMULATED BY THE IACHR IN ITS COUNTRY OR THEMATIC REPORTS, cites the *Deferred Dreams* report three times (on page 891 and page 894 to justify that the people in group A they face the impossibility of obtaining their documents, and on page 894, to illustrate the impact that having the documents of identity has for the affected people).

### Opening new spaces for policy dialogue

It has been possible to determine two levels (formal and informal) in which Dominican civil society, including CEDESOC, has managed to open or strengthen spaces for dialogue with duty bearers.

- *Informal strategic network*

The evaluation found that both CEDESOC and the other members of DxD are building an **informal strategic network of allies within government organizations** in charge of policy making. This is happening at the national level and also at the local level.

CEDESOC has learned through the project how to find allies in relevant organisations that might have a more hostile institutional position towards the campaign cause.

- *"In the past, we understood that if there was any institution that was contrary to our purposes, we assumed that everyone there was against us. But a more strung approach allowed us to find the internal allies willing to contribute" CEDESOC.*

The evaluation has been able to talk to several of these internal allies who have confirmed CEDESOC's views.

- *Formal National Table of Dialogue*

At the national level, the Platform DxD has reached an important milestone with the establishment of a national dialogue table of which they are members, representing civil society. At the request of the Dominican Civil Society led by DxD, a thematic hearing was held at the Inter-American Human Rights Commission in February 2018 to follow up on the recommendations of the Commission to the Dominican Government.

At the meeting, civil society reiterated their request for a **national dialogue table**, a request that the Platform DxD had already expressed on several occasions<sup>27</sup>. The representative of the Dominican State at the meeting set out the intention to convene the meeting to move forward on the issue of nationality<sup>28</sup>. It was also published in the National Press<sup>29</sup>

### **OUTCOME 3 – WORKING ON CHANGES THAT WERE PERSONAL AND VISIBLE (with a touch of invisible subtlety)**

#### **Accessing services**

This is the dimension where evaluation has found the **most tangible contributions** to changes. The databases of CEDESOC confirm that of the 492 people in Group A that accompanied, **118 have managed to resolve their files** (57 men and 61 women). On the other hand, of the 215 people accompanied by Group B, **214 obtained their provisional residence permit**.

---

27 Carta al Presidente Danilo Medina, by DxD, 23 September 2017

28 [https://www.youtube.com/watch?v=VSLk8F0M\\_34&list=PL5QlapyOGhXuLZonmAfYVnY2MZM6-qcUr&t=0s&index=8](https://www.youtube.com/watch?v=VSLk8F0M_34&list=PL5QlapyOGhXuLZonmAfYVnY2MZM6-qcUr&t=0s&index=8)

29 <http://eldia.com.do/el-gobierno-ha-sido-el-proponente-de-mesa-y-sesion-de-cidh-en-el-pais/>

It is important to highlight that behind these numbers there are always **personal stories**. The testimony of Arsenio helps us contextualize the **complexity** and relevance of each case for the lives of people.

#### The case of Arsenio and his daughter Magaly<sup>30</sup>

Arsenio and his nine children are cases belonging to Group A.

Arsenio was born in the Dominican Republic to a Dominican mother of Haitian descent and a Haitian father. After a long process he got his Dominican nationality restored but the road has been arduous.

*"When I went to look for my birth certificate, they did not want to give it to me. I said, if I have a passport, there must be a birth certificate! They gave it to me eventually. I have been interviewed more than three times. They even asked me about my grandparents, whom I did not know. They asked me where they are buried, but I do not know!"*

The seven children who have managed to regularize their situation did not have it easy either.

His daughter Magaly, for example, finished high school in 2014, but since her ID card was suspended she has not yet been able to start her university studies. The situation of Arsenio and Magaly has been resolved after more than three years of negotiations.

*"What hurts the most is that my daughter Magaly has lost three years of studies. She could have finished her studies as her sister. Magaly wants to study psychology. Now the problem has been resolved, she is finally going to study at the Catholic Institute of Barahona".*

Arsenio highlights the important work of CEDESO in this process

*"CEDESO has come several times with us to the Central Electoral Board. They have helped us a lot because when you do not know the processes and questions they send you from one place to another and in the end you do not get anything".*



#### *(iv) Efficiency*

##### **Value for money**

The evaluation finds that the *value for money*<sup>31</sup> of the project has been very high, taking into account the impeccable implementation of all the planned activities in addition to the changes that they have been contributed to in relation to the investment under each of the outputs (for a detail analysis of expenditure under each output see annex 4).

Only in a few instances did the evaluation find that the activities were not adequately resourced.

1. As mentioned previously, the investment under outcome 2 was too modest to expect a significant shift in the community awareness.

<sup>30</sup> Names have been changed to keep anonymity.

<sup>31</sup> The *value for money* is defined by how the various activities transformed the available resources into the intended results.

2. The budget allocated for accompanying beneficiaries in their administrative procedures was also insufficient, especially in the transport item.

**Coordination and management: How the management and administrative arrangements ensured a cost-efficient and accountable implementation of the project?**

The grantee and the local implementing partner established a Project Management Unit (PMU) where both administrative and strategic decisions were taken. The PMU was composed of four people, two from Oxfam Intermón and two from CEDESOS.

The PMU had a democratic and horizontal style with strong leadership from the local organization CEDESOS that ensured that all the decisions had the beneficiaries at their heart. Both organizations (Oxfam Intermón and CEDESOS) have commended this type of management system that ensured a clear and efficient distinction of roles and a decision making flow where the main line of accountability was towards the beneficiaries themselves.

Also noteworthy, is the constructive and fluid relationship that both Oxfam Intermón and CEDESOS established with the donors of the Project, both UNDEF and others.

*“They (Oxfam Intermón and CEDESOS) had a lot of patience with us which was very important in terms of creating a constructive and collaborative work among our organizations”.* Project donor

According to all the parties involved, the administrative systems that supported the project (provision of payments, justification of expenses, etc.) worked reasonably well. Only one aspect has emerged that could have been improved.

Types of contracts - The Project supported the total or partial salary of the four people who are part of the PMU. The nature of several of the activities planned by the project required a considerable investment in other human resources, for example facilitators of policy advocacy training, database designers or experts on human rights to deliver planned trainings. All human resources hired outside the PMU used the consultancy modality. In most cases, this modality was the one better suited to the needs of the project and the people hired. However, in a few instances, for example in the case of the legal specialists hired to accompany the affected people, they would have benefited from another form of contracting that would enhance greater fiscal profitability and, above all, greater job stability for the people hired. For example, a part-time or full-time contract during the duration of the project provided that the level of investment in this item could have been kept at the same level.

**Partnerships and alliances**

The main actors working locally to support the rights of Haitian descendants were CBOs such as *Plataforma Vida*, *Casa Caribe* and, slightly outside the geographical scope of the Project, *Comité de Derechos Humanos de San Rafael*.

Although the evaluation team did not interview the representatives of any of these CBOs directly, it could be contrasted through observations and testimonies from third parties, that the

project had a fluid relationship with all these organizations. This frequently resulted in mutual support such as exchange of information on beneficiaries' legal cases and/or logistical collaborations. For example, several workshops (including the workshops required for the evaluation) were conducted on the premises of these organizations free of charge. The local counterpart CEDES0 also highlighted the role of some confessional organizations such as *Pastoral Social* and *Centro Bonó* when identifying possible affected people. Finally, it is also remarkable the collaboration established with some of the town councils of the bateyes. The most significant alliances have been strengthening through the National Platform "Dominicanos por Derecho (DxD)" which was re-launched in April 2017 under the auspices of the project.

#### *(v) Sustainability*

Sustainability can be analysed on two levels: The first one refers to how **likely the process can be sustained**. For example, the **likelihood that key stakeholders remain involved** in the cause of defending the rights of Dominicans of Haitian descent, or how likely it is for new funds to finance this theme. The second level is **how sustainable the changes and results are** which have occurred throughout the project. The first level is particularly important when it comes, as is the case, to a complex problem that has not yet been resolved. The IACHR observes in its latest report on the issue that, *"in spite of the measures adopted by the Dominican State, there are still a large number of people born in the Dominican Republic of Haitian descent who have not been restored their right to nationality and therefore their human rights continue to be violated"*<sup>32</sup>.

The Dominican Government itself recognised in front of the Committee in April 2018 that despite progress there is still a long way to go.

The beneficiaries themselves illustrated the complexity of the problem well, and they showed in even officially regulated cases, people still have problems.

*"In the city (in Santo Domingo) we show our group B ID card and although it is valid, people do not know and they send you to another place as if the card was not valid. The government is not aware of this"* Project beneficiary workshop Batey 6

#### **Process**

The sustainability of the process has *lights and shadows*.

On the one hand, the main risk to the sustainability is the **scarcity of international funds** available. The future does not look promising. Cooperation funds are likely to decrease to 89% in 2021 according to official governmental forecasts<sup>33</sup>. This is especially relevant because **this theme by nature has to be funded from abroad**.

On the other hand, **the sustainability at the local level is guaranteed** due to the strong involvement and the accountability that CEDES0 feels towards the community. The evaluation

---

<sup>32</sup> pg 29 Comité Interamericano de Derechos Humanos, Informe anual, 2017

<sup>33</sup> VICEMINISTERIO DE COOPERACIÓN INTERNACIONAL, Sistema Nacional de Cooperación Internacional para el Desarrollo (SINACID), Estadísticas, Julio 2017

could confirm, as highlighted under the progress and impact chapters that the organisation has kept on working on different outputs even with no financing.

Testimonies also confirm the **expectation of the communities** is that they continue to do so. However, this pressure is putting **an immense burden** on the organisation that could be unsustainable in the middle-term.

Oxfam Intermón also shows signs that they will keep working on this issue. In addition to the inclusion of the theme in its strategy for the Dominican Republic, Oxfam Intermón has remained active in trying to mobilize resources, although for the time being without positive results<sup>34</sup>.

## Results

What follow is a brief analysis of the sustainability of the main results achieved by the project.

### Knowledge and social awareness

Personal transformations acquired through workshops and other project activities are the **most permanent transformations**. However, new attitudes related to empowerment and a sense of agency can be reversed depending on the environment.

### Self-help groups

Evidence collected by the evaluation suggests that the members of the self-help groups are still a reference for the community. Beneficiaries identified them as a resource to seek assistance in matters of nationality and regularisation. The groups however, do not meet on a formal basis and they are working reactively. One year after the project has finished, their work is therefore **more organic than formally organised** which it is in line with the organisational culture of the bateyes.

### Network of community reporters

This is possibly **the least sustainable of the results** produced by the project. Although the young people still show an obvious interest in technology, the fact that most of them do not have access to a mobile package has meant that there has been very little activity in the Facebook page and the WhatsApp groups set up by the project.

However, the evaluation found that at least some of the reporters had ownership over the slogan of the campaign they designed, and now they use it as part of their discourse when they talk about nationality and regularization.

### Positive changes in policy

All the people consulted agree that the **results that have been obtained in political incidence can be reversible**. Ultimately, its sustainability will depend on the ability of the Dominican civil society to react to political changes and their ability to maintain this issue on the public and political agenda.

---

<sup>34</sup> The evaluation had access to four Project Proposal prepared by Oxfam Intermón

For now, as it has been underlined throughout the report, the National Platform DxD coordinated by CEDESOC continues to be active and keeping the pressure nationally and internationally. However, the Platform does not have the level of institutional maturity to be considered fully sustainable.

#### Thematic reports

The reports developed by the project are still valid and in good use. However, several experts consulted have warned that the content of the **reports may become obsolete in the short-term** and they would need to be updated to remain relevant. Some donors have expressed their willingness to finance these updates although the funds have not yet been secured.

#### Regularisation of national status

National identity documents that have been restored are **likely to be permanent**. However, all those people who have begun the process of regularization but who have not yet resolved them are at risk of not completing the procedure. The result in many cases will depend on the capacity of organisations like CEDESOC to offer them assistance.

#### *(vi) UNDEF Value Added*

As has been pointed out, this is a theme that by its nature relies on international support. UNDEF has offered this support in a context of scarce funds. Additionally, UNDEF has contributed with the **legitimacy and credibility** of the UN brand.

On a related note, stakeholders have also celebrated the **involvement of other UN Agencies** in the country, namely UNHCR, thanks to the suggestion of UNDEF.

The grantee and the implementing partner have highlighted as an important added value the **close technical support** of the Fund throughout the life of the Project, including this ex-post evaluation.

## IV. CONCLUSIONS AND RECOMMENDATIONS

### *Conclusions*

#### **Relevance and design**

1. The project addresses one of the main priorities of the targeted communities; to restore the Dominican nationality of Haitian descendants. This is important because this regularization is conditioning their access to basic services such as education and employment.
2. The project is aligned with the mandate and the strategic aims of the Donor (UNDEF), the grantee (Oxfam Intermón) and the local implementing partner (CEDESOC).
3. The design of the project followed a multidimensional approach that went beyond a mere legal accompaniment to the people affected by the 2013 Judgement and the 2014 Law. Actually, a key approach of the initiative was to design strategies that empowered a critical mass of the potential beneficiaries to be active agents in the promotion of their own rights.

4. The leadership of CEDES0 in the design phase allowed the voice of the communities to be represented and increased its efficiency and relevance.
5. The time elapsed between the development of the concept note (late 2014) and the signature of the full-fledged project (February 2016) was too long.
6. The logical framework approach used to design the intervention failed to fully capture the complexity of the personal, political and social transformations that were implicit in the project's aims.
7. Gender was not mainstreamed in the design of the project. However, the implementation had a strong and clear gender focus that was not reported to UNDEF.

### **Effectiveness**

8. The project implemented all the activities and outputs planned in the design with some minor variations. At times the scope of several of the activities was extended.
9. All workshops were delivered as planned. There was a significant overlap among the participants of these workshops which had positive repercussions.
10. As of 26th of September 2018 the organization had accompanied a total 758 people in their efforts to regularize their legal status, 45% of them were women. These were 173 more people than those reported in the final progress report to UNDEF in December 2017.
11. The database designed for the project is insufficient to effectively document all the phases and nuances of each of the cases accompanied.

### **Impact**

12. The project has significantly contributed to strengthening the capacities of the beneficiaries (new knowledge, empowerment, social awareness and sense of agency). This has allowed them to face the situation of a lack of formal documentation in several aspects.
13. The situation addressed by the project is rooted in social and cultural discriminatory system firmly embedded in a large sector of the Dominican Republic. Changing (or denting) this is a generational transformation that would require a sustained effort much greater than the investment allowed for this project.
14. The project has contributed to framing debates and getting issues on to the political agenda; and opening new spaces for positive policy dialogue.
15. The project has made tangible contributions that changed the lives of beneficiaries. In Group A, of the 492 people that were accompanied, 118 have managed to resolve their file (57 men and 61 women). On the other hand, of the 215 people accompanied by Group B, 214 occupied their provisional residence.

### **Efficiency**

16. The value for money of the project has been very high, taking into account the impeccable implementation of all planned activities in addition to the changes that they have contributed to. The value for money is how the various activities transformed the available resources into the intended results.
17. The administrative and management systems worked smoothly. The project had a democratic and horizontal style with strong leadership from the local organization CEDES0

that ensured that all the decisions had the beneficiaries at their heart. The contractual systems could have been improved on occasions.

18. At the local level, the project had a fluid relationship with relevant organizations. This frequently resulted in mutual support and exchange of information.

19. The project contributed significantly to the strengthening of the civil society platform “Dominicanos por Derecho” (DXD). The Platform continues to have a voice and legitimacy in national and international venues.

### **Sustainability**

20. The main risk to the sustainability of the project is the scarcity of international funds available. At the local level the sustainability is guaranteed due to the strong involvement and the accountability that CEDES0 feels towards the community. This places an immense burden on the organisation that might be unsustainable in the long term.

### **UNDEF Added value**

21. This is a theme that by its nature relies on international support. Therefore, UNDEF financial contribution is particularly welcome and relevant.

22. UNDEF has offered this support in a context of scarce funds, contributing in turn to the legitimacy and credibility of the UN brand.

### **Recommendations**

1. For UNDEF – Consider putting extra emphasis in the selection of the grantees weighing their capabilities. Once the Fund has established that the grantee is a capable partner with a strong track record in development (as it is the case for Oxfam Intermón) allow more freedom in design and implementation phase of the project.
2. For UNDEF, Oxfam Intermón and CEDES0 – In future interventions use Theory of Change (ToC) as a complementary approach to the logical framework. The elements that a ToC should contain are a description of the expected results, an update of the contexts in which it operates, a description of the main actors (change agents, partners, etc.), the preconditions to reach such changes and the assumptions behind the occurrence (or not) of the desired transformations. The ToC should be reviewed at appropriate times, for example right before the implementation starts.

Based on the processes of change specified in the ToC, identify indicators that reflect the nature of the changes sought, with which it is important to identify indicators of process, maintenance (of policies / regulation / mind-sets) adaptation and also, but not only, success.

3. For UNDEF – Make sure that the project design phase and the reporting tools capture appropriately the gender perspective. This may include:
  - a) Assessing the grantee: look at how the grantee priorities gender issues: a) if they have specific gender structures and expertise (such as gender unit or focal points); b) if they have allocated financial resources in the organisation to gender mainstreaming in programming; and, c) if they have policy documents, strategies or guidance documents on gender mainstreaming, specific gender issues relevant to thematic areas or where gender is mainstreamed.

- b) Stakeholders participation in the design of the project: During the design phase ask information about how both women and men participated in the formulation of the project in an active, meaningful and free manner.
  - c) Logical framework of the project: Make sure a) gender aspects are clearly included at outcome, outputs and activity levels; b) there are specific gender indicators and targets; and, c) sufficient budget is allocated for gender mainstreaming.
  - d) Assess the implementation team from a gender perspective: check if a) women and men are fairly represented in the management of the team, look particularly at senior level; and, b) there is any gender expertise within the team and how prominent is her/his voice.
  - e) Make sure UNDEF progress reports include a) gender analysis; b) progress and results on gender targets; and c) gender related best practices and/or challenges; d) sex disaggregated data and information.
4. For Oxfam Intermón / CEDESOC – When possible invest in perfecting a functional system to document the support given to the population.
  5. For UNDEF – Consider using different types of contracts, beyond the consultancies, better suited to attract and retain talent locally.
  6. For Oxfam Intermón and CEDESOC – In future projects strengthen the component on raising awareness as it needs sustained action.
  7. For all –it is important to re-double the efforts to mobilise resources if the results of the Project are to be sustained.
  8. For UNDEF – Consider further funding a second phase of this project.

## VI. LESSONS LEARNED

### **A theory of change approach**

When long-term generational issues are tackled, as it is the case in this project, the methodology used to guide the intervention can play a key role in defining pathways of change while encouraging reflection and learning.

A theory of change approach can help looking beyond the logical framework to collectively construct a common and clear understanding the transformations seek by the project. The systematic use of a ToC can help: i) be constantly aware of the need to review and update the assumptions used to initially design the project; ii) reread and simplify the complex nature of the context and weigh up whether the initially established conditions<sup>35</sup> for change are maintained; iii) (re)define new strategies if needed.

### **The collective and invisible dimension**

An important component of the project aimed to change the collective perception of target individuals (i.e. Dominicans of Haitian decent). This component (mainly outcome 2) contained activities designed to modify cultural and social patterns of exclusion or dysfunctional collective habits in the bateyes but also in the Dominican Republic at large.

These types of campaigns that seek social and cultural transformations require a sustained action over time that penetrates a critical mass that generally go beyond the scope of a single project. It is important to design these actions with this in mind so that the products (posters, reports, networks of reporters, etc.) do not become ends in themselves.

### **The policy influencing component**

An important lesson of the project, particularly for the local implementing organization (CEDES) has been the importance of designing components that tackle the cause of the problems (for example influencing policies or eroding certain stereotypes). This is in addition to designing components that seek to resolve the consequences of those problems (for example, resolving the legal situation of the beneficiaries).

---

<sup>35</sup> "Conditions" are those circumstances necessary and/or helpful for our desired change to happen

VII. ANNEXES

ANNEX 1: EVALUATION QUESTIONS

DAC criterion	Evaluation Question	Related sub-questions
Relevance	Adequacy: Did the project address the needs and priorities of targeted beneficiaries both women and men?	❖ What are the priorities and needs of these communities? Are the same the needs of the younger and older / men and women? How did you approach this project?
	Alignment: Was the project clearly within stakeholders' mandate and congruent with their strategic framework?	❖ What are the strategic guidelines of your organization / department? How would you say the project fits?
	Design: Were the project activities/outputs adequate to make progress towards the project outcome? Were risks appropriately identified?	❖ Tell us how the project was designed
Efficiency	Value for money: How well have the various activities transformed the available resources into the intended results in terms of quantity, quality and timeliness? (in comparison to what it as planned and what was achieved)	❖ Documentary analysis
	Governance (internal coordination): To what extent the management and administrative arrangements sufficient to ensure a cost-efficient and accountable implementation of the project. <ul style="list-style-type: none"> <li>• Clarity and adequacy of roles; responsibilities; decision making procedures; and information flows.</li> <li>• Division of labour between Oxfam Intermon (IA) and CEDES0 (IP) and added value.</li> </ul>	❖ Tell us how the decisions were made in the project (both substantive and administrative). What worked and what could be improved?
	Partnership and alliances (external coordination): Extent towards the project promoted ownership, alignment, harmonization, and	❖ What are the organizations / networks that are working on this issue? How was the project related to them? How would you evaluate that relationship?

	mutual accountability among all relevant stakeholders.	
Effectiveness	Progress: What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?	❖ Was it possible to do everything that was planned? If they repeated the project, what would you do the same and what would you change?
	Monitoring, evaluating, learning and accountability (MEAL): How appropriately was progress towards results measured and monitored? How did this information feed into the project to promote learning?	❖ Describe us the systems you used to know if you were moving towards the right direction. What follow-up reports were there and how were they used?
Impact	(Outcome 1) Capacity Development: To what extent did the project contribute to enhance the capacity of the targeted beneficiaries and partners?	❖ What changes or transformations has this project contributed to? We are thinking about changes of a personal nature such as new knowledge or worsening.
	(Outcome 2) Raising awareness: To what extent the project has contribute to raise awareness in the targeted communities and other key stakeholders	❖ Referring to changes in the communities, such as values or stereotypes, or new social capital.
	(Outcome 3) Influencing policies: To what extent did the project contribute to positive policy changes in regularization of Haitian descendants?	❖ Referring to changes in public policies, in new decision spaces, in new regulations.
	(Outcome 3) Accessing services: To what extent the Project has contributed to improve the regularization and registration process of Haitian descendants?	❖ Referring to changes in the status of people, regularization, normalization.
Sustainability	Process: To what extent key stakeholders did remain involved in this process once the project finished?	❖ Tell us how you, your organization are still involved and if you are going to remain involved
	Results: To what extent the results of the project (for example, self-help	❖ What results of the projects are still alive?

	groups) are being sustained after the funding stopped?	
UNDEF value-added	What was the value of UNDEF specific support to the project? Could the objectives have been achieved through by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.).	❖ What has it meant that it is the United Nations and specifically UNDEF that finances the project?

## **ANNEX 2: DOCUMENTS REVIEWED**

### **Project specific**

- Financial Utilization Report.
- Narrative Final Report.
- Milestone verification Report.
- Project extension request form.
- Detailed budget of the project.
- Project in images (power point presentation).
- Dreams Deferred: The struggle of Dominicans of Haitian descent to get their nationality back.
- Travel Report Dominican Republic (Nov., 2016).
- Report on non-typical unresolved cases of law (OMNICA, CEDES0 and UNDEF).
- Update to UNDEF (June 2017).
- Annex 1: Results framework of the project.
- Advocacy Strategy of Dominicanos por Derecho.
- Collaboration agreement Cedes0-Omnica.
- Annex 1. Workshop Summarized Report (output 1.1).
- Annex 2. Table with the self-help protection groups (output 1.2).
- Annex 3. Policy advocacy (output 1.3).
- Annex 4. Human Rights workshop (output 1.4).
- Annex 5. Network of community reporters Report (outputs 2.1 and 2.2).
- Annex 6. National Awareness campaign (output 2.3).
- Notes of the socialization.
- Socialization. Validation Report. UNHCR
- Report of local Advocacy Activities.

### **Oxfam Intermón**

- Thematic discussion on the subject of migration. Oxfam in the Dominican Republic (2014).
- Oxfam Country Strategy in the Dominican Republic (2014-2019).
- Advisory report evaluation partners (2015).
- Descriptive mapping of partners (2017).

### **CEDES0**

- Database: accompanied people updated (2018).
- Legal accompaniment form.
- Human rights Registration Forms.

### **Other sources**

- Human Development of the Dominican Republic map. United Nations Development Program (2013).
- The OXFAM warns: "The denationalization must be suspended". Acento (2013).
- The Cardinal calls plagues to NGOs that repudiate the Constitutional ruling. elCaribe (2013).
- Joint Submission to the Human Rights Council at the 32nd Session of the Universal Periodic Review (2013).
- Minutes of the Assembly meeting. Dominicanos by right (2017).
- Letter from *Dominicanos por derecho* to President Medina (2017).
- National system of international cooperation for development (SINACID) (2017).
- Registration system for victims of human rights violations.
- Chapter V. Follow-up of recommendations made by the IACHR in its country or thematic reports (2017).
- Advocacy Manual. Asserting the right to nationality without discrimination and combating statelessness in the Dominican Republic.
- Press release. IACHR conducts the first round table on the implementation of public policies on human rights with the Dominican state (2018).
- Dominican Republic compliance decisions SIHD. YouTube. [https://www.youtube.com/watch?index=8&list=PL5QlapyOGhXuLZonmAfYVnY2MZM6-qcUr&t=0s&v=VSLk8F0M\\_34](https://www.youtube.com/watch?index=8&list=PL5QlapyOGhXuLZonmAfYVnY2MZM6-qcUr&t=0s&v=VSLk8F0M_34) (2018).
- *The silence of 80 years of racism and genocide in the Dominican Republic*. El País(2018).
- Promotion on social networks: flyer for the mobilization. Dominicanos por derecho.

### ANNEX 3: SCHEDULE OF INTERVIEWS

3 September 2018	
<i>Briefing meeting with Oxfam (Santo Domingo)</i>	
Program officer of the project	Carolina Rodoli
Program officer of the project	Claudia Saleta Gonzalez
Director	Raúl del Río de Blas
<i>Interview UNHCR</i>	
ACNUR	Angelina Uribe
4 September 2018	
<i>Interview: Network of Community Reporters</i>	
	Laura Nesofsky
<i>Interview: Fundraiser Regional</i>	
	Ivana Roman
<i>Interview: Robert F. Kennedy Human Rights</i>	
Program Officer	Kacey Mordecai
5 September 2018	
<i>Briefing meeting with CEDESO (Tamayo)</i>	
Director	Beneco Enecia
<i>Interview with local authority</i>	
Mayor of Batey 8	David Pérez
<i>Workshop with participants of the projects (Batey 6)</i>	
	Isa Montilla
	Rosa Miguela Florian
	Andrea Diaz
	Jesenia Ciponse
	Jorge Luis Cadet Bacilio
	Anyelina Joacins
	Abel Fils Yxamma
	Kou Pili Estiben
	Arianna Joanis
	Codina Clode
	Domingo Sanozier
	Mártires Peña Jan
	Jose Lenny Matos Pol
	Rayzon Martinez
	Catiana Feliz Perez
	Asentí Santana

	Berenice Anderson
<b>6 September 2018</b>	
<i>Interview: Public Sector employers (Barahona)</i>	
Migration Officer for the National Regularization Plan for Foreigners	Carolina Moreta Perez
Civil Officer from the Central Electoral Board of Cristobal	Mártires Plata
<b>7 September 2018</b>	
<i>Workshop with participants of the project (Batey 8)</i>	
	Karla A. Sameliz Jaquez
	Yohan Francisco Feliz
	Yeisi Blanco
	Maria Alto Santana
	María Pérez
	Esteban Custos
	Bileika Vazquez
	Claudy Elyssée
	Reina R. Ramirez
	Yoncito Augustín
	Juigiz Peña
	Will Antonio B.
	Emmanuel Cuevas
	Roberson Pierre
<i>Final Debriefing CEDES0 &amp; Oxfam (Tamayo)</i>	
Funding Officer Oxfam	Rosanna Lassis
Funding Officer CEDES0	Soranilli Natalia Garabito
Director CEDES0	Beneco Enecia
Program officer of the project	Carolina Rodoli
Program officer of the project	Claudia Saleta Gonzalez
The Head of the projects' activities	Arcenio Santana Sanchez
CEDES0 courses' trainer	Onésimo Batista Novas
	Fausto G. Vasquez Perez
Participant of the project	Elvis Pérez

## ANNEX 4: EXPENDITURE BY OUTPUTS

What follows is a snapshot of what the project has invested under each of the outcome.

<b>Output</b>	<b>Budget spend in US dollars</b>
1.1. Three two-day training workshops for 60 community leaders (20 participants each) on documentation and/or regularization mechanisms	2655
1.2: Establishment of 8 self-help and right protection groups (one per target batey) led by trained 60 community leaders and 32 meetings	9286
1.3. 8 one-day training workshops for 160 community leaders on policy advocacy	5960
1.4. 160 community youth on human rights (20 participants per batey)	7014
<b>TOTAL Outcome 1</b>	<b>24915</b>
2.1. Two 2-day workshops for 40 youth on the use of social media and web tools for the dissemination of cases	4914
2.2. Establish a network of community reporters (composed of 8 groups) composed of 40 reporters (5 youth of each batey) and hold two network meetings.	8074
2.3. Awareness campaigns on the situation of undocumented persons (8 at bateyes and one area wide) by the groups and the network of community reporters	43100
<b>TOTAL Outcome 2</b>	<b>56088</b>
3.1. Registration system of victims of rights violations (note of the evaluation: in CEDESO's databases)	4030
3.2. 500 people counselled and accompanied to obtain their identity documents or regularize their immigration status.	52374
3.3. Two (2) annual reports on the human rights situation of undocumented and/or de-nationalized persons.	11720
3.4. 18 lobbying meetings with local and national authorities	9144
<b>TOTAL Outcome 3</b>	<b>77268</b>
<b>PMU staff, office and audit</b>	<b>41729</b>
<b>GRAND TOTAL</b>	<b>200000</b>

## ANNEX 5: ACRONYMS

AJWS	American Jewish World Service
CBO	Community Based Organisation
CEDESO	Centre for Sustainable Development
DxD	Civil Society Platform Dominicans by Right
IACHR	Inter-American Commission for Human Rights
OBMICA	Centre for Migratory Observation and Social Development
ONE	National Statistic Office of the Dominican Republic
PMU	Project Management Unit
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
UNDAF	United Nations Development Assistance Framework
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees