ANNEX 2

CARIBBEAN DEVELOPMENT BANK

EVALUATION REPORT

MULTICYCLE EVALUATION OF THE UNIFIED SPECIAL DEVELOPMENT FUND (SDF) EIGHTH AND NINTH CYCLES

FINAL REPORT

FIVE CASE STUDIES

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OFFICE OF INDEPENDENT EVALUATION

2024

MULTICYCLE EVALUATION OF THE UNIFIED SPECIAL DEVELOPMENT FUND (SDF) EIGHTH AND NINTH CYCLES

FIVE CASE STUDIES

Case Study 1: ***BNTF 9 Poverty Reduction Initiatives in Jamaica***

Case Study 2: ***Supporting Belize to Build Resilience to Climate Change and Natural Hazard Events***

Case Study 3: ***Enhancing Education and Training in Grenada, Saint Vincent and the Grenadines***

Case Study 4 ***Promoting Export Readiness, Improved Logistics and Regional Trade***

Case Study 5 ***Supporting Haiti's Effort to Improve Access to Enhanced and Inclusive Agricultural Production Systems***

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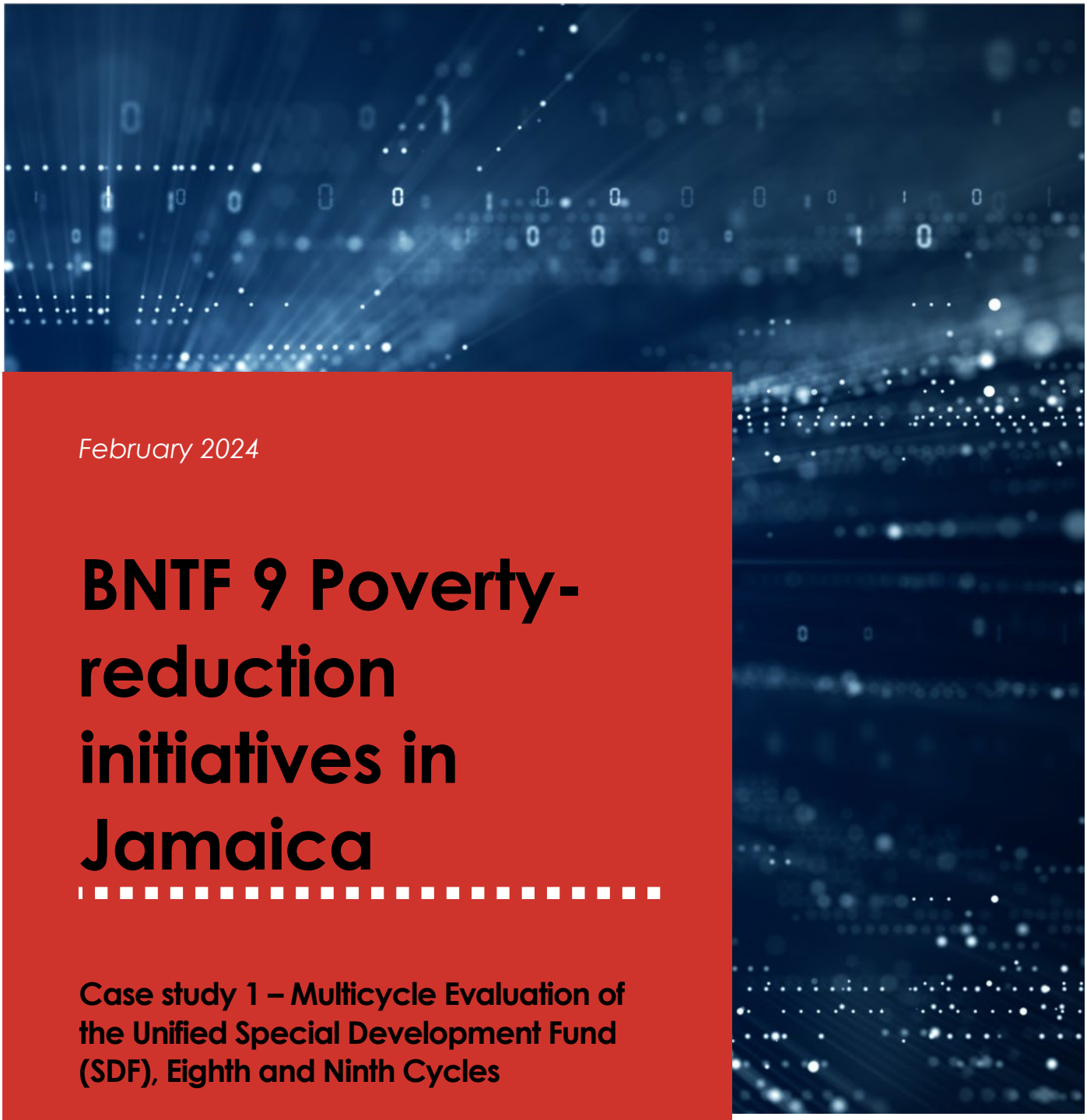

February 2024

BNTF 9 Poverty-reduction initiatives in Jamaica

Case study 1 – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

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Case study 1 – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

Juan Carlos Salazar and Gonzalo Castellanos

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Acronyms

BAC	Municipal Agricultural Office
BMCs	Borrowing Member Countries
BNTF	Basic Needs Trust Fund
CA	Contribution Analysis
CARICOM	Caribbean Community
CCS	Country Classification System
CDB	Caribbean Development Bank
CDC	Community Development Committee
CDMGs	Caribbean Millennium Development Goals
CGA	Country Gender Assessment
CPCR	Country Project Completion Report
CPFSA	Child Protection and Family Services Agency
CSEC	Caribbean Secondary Education Certificate
CSP	Country Strategy Paper
CTCS	Caribbean Technological Consultancy Service
EA	Executing agency
HRD	Human resources development
JSIF	Jamaica Social Investment Fund
M&E	Monitoring and evaluation
MOEY	Ministry of Education and Youth
OCR	Ordinary Capital Resources
OSF	Other Special Funds
PIOJ	Planning Institute of Jamaica
PTA	Parent–Teacher Association
SDF	Special Development Fund
TDD	Terminal Disbursement Date
WASH	Water, Sanitation, and Hygiene

Executive summary

The Caribbean Development Bank, through the Basic Needs Trust Fund (BNTF),[1] has continuously supported combating poverty within the Region.

In Jamaica, BNTF 9 focused on community development with attention to water supply and sanitation, basic community access and drainage, and education and human resources development (HRD). In total, 20 BNTF-backed sub-projects were implemented by the Jamaica Social Investment Fund (JSIF), amounting to USD 7.2 million in disbursed grants.

The case study investigates five BNTF sub-projects. It employs a Contribution Analysis (CA) approach to evaluate the effects of these sub-projects, drawing upon in-depth desk research, interviews, and site visits.

Regarding relevance, the investments were well aligned with the mandate of SDF 9, Jamaica Vision 2030 strategy, JSIF, and their government counterparts. The implementation of the BNTF 9 grant in Jamaica, signed on October 10, 2017, faced significant delays, extending the initial Terminal Disbursement Date (TDD) from December 31, 2020, to several later dates, with the final extension to June 30, 2022. These delays were largely due to the impacts of the COVID-19 pandemic, complex government approval processes, failed tenders, the need to find replacement sub-projects in 2020, contractor issues, and the turnover of the JSIF BNTF team.

Despite the delays in implementation, JSIF has demonstrated adequate institutional capacity to manage BNTF 9 sub-projects and deliver them with a high-quality standard. In consequence, sub-projects achieved their intended outputs and most of their intended short-term outcomes. Short-term outcomes achieved include:

- 6,000+ residents of Windsor and surrounding communities improved their access to water supply. However, improvements in the quality of water are yet to materialise.
- 170+ resident of the Epworth community reduced their transport cost/time to and from the community.
- 1,600+ students at the Marlie Mount Infant School are accessing a more conducive teaching and learning environment due to improved physical infrastructure.
- The Child Protection and Family Services Agency Therapeutic Centre (CPFSA) is providing both short-term acute residential inpatient treatment and outpatient counselling services for affected children and their families.
- 30+ students with special needs at Albion Primary are accessing a more conducive teaching and learning environment.

While there is anecdotal evidence of enhanced quality of life for final beneficiaries, medium-term outcomes and impacts are expected to be observed over a more extended period (especially in school sub-projects concerning improvements in the education performance of students).

[1] The BNTF, established in 1979, is the Caribbean Development Bank's premier initiative to combat poverty in the Region. The BNTF is a cyclical grant-funded programme, tied to the phases of the Bank's Special Development Fund (SDF). In the SDF Agreement for each cycle, contributors set aside resources for BNTF funding.

The insights and lessons learned from this case study offer valuable guidance for the design of subsequent SDF cycles, including:

- Supporting a demand-driven approach for project identification and design to ensure relevance and community ownership;
- The need to further enhance CDB's and JSIF's institutional capacity for project management and sustainability, and;
- Considering multicycle planning and implementation to mitigate approval and implementation delays.

1 Introduction

This case study report focused on "BNTF 9 Poverty-reduction initiatives in Jamaica" was prepared by Technopolis Group for the Caribbean Development Bank (CDB) as part of the "Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles". The evaluation includes five case studies to provide valuable learning insights that can be used to design subsequent SDF replenishment cycles.

This case study covers a representative sample of five sub-projects across the main BNTF 9 priority sectors. It documents the achievement of its objectives, the sustainability of its outputs and results, and the lessons learned from the implementation process. The case study employed a Contribution Analysis (CA) approach based on the triangulation of various sources of evidence. By doing so, the case study seeks to go beyond assessing what has happened (i.e., the direct effects of the BNTF sub-projects) to answer why and how the observed effects have occurred.

The elaboration of the case study entailed in-depth desk research that included the following documents provided by the CDB:

- Jamaica – BNTF 9 Country Project Completion Report;
- BNTF 9 Mid-Term Evaluation;
- BNTF Operation Manual 2021, and;
- Approval of BNTF 9 sector portfolios in Jamaica.

The evidence gathering also relied on the following:

- Ten interviews with JSIF project officers and community counterparts about the five BNTF sub-projects covered in the case study, and;
- Five BNTF project site visits, including to four rural communities, where focus groups with final beneficiaries took place.

These in-person activities occurred during a field visit to Jamaica from January 15–19, 2024 (see Appendix B).

2 Overview of the case study

2.1 General context of the case study

Over the last two decades, Jamaica has experienced notable fluctuations in its poverty situation, influenced by various economic, social, and environmental factors. The national poverty rate in Jamaica was estimated to have declined to 12.6% in 2022, indicating a positive trend in reducing poverty levels. However, ongoing challenges in employment quality and economic stability remain key issues to address for sustained poverty reduction.[2]

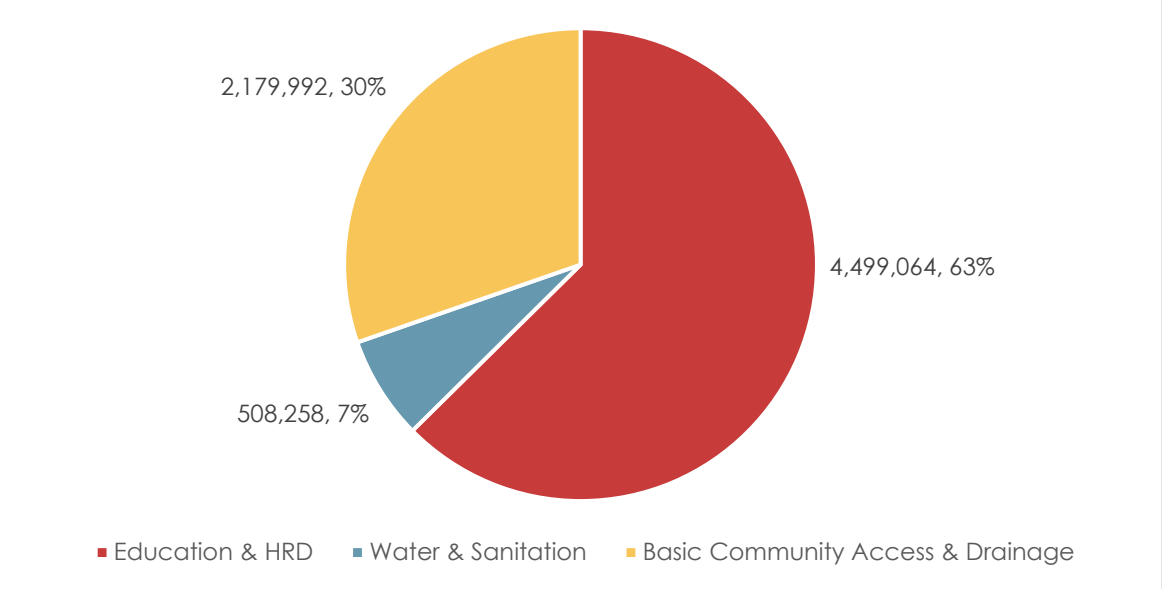
[2] https://www.worldbank.org/en/country/jamaica/overview.

As part of Vision 2030[3] Jamaica, the government has put forward a Poverty Reduction Strategic Plan "to achieve sustainable Poverty reduction, i.e., a decrease in the proportion (and numbers) of persons whose basic human needs are not met".[4]

The CDB, through the Basic Needs Trust Fund (BNTF),[5] has continuously supported combating poverty within the Region. In Jamaica, the BNTF is delivered by the Jamaica Social Investment Fund (JSIF) as the executing agency (EA). To date, Jamaica has benefited from six cycles of the BNTF (5, 6, 7, 8, 9) with 179 sub-projects (US$ 27.98 million).[6]

In line with CDB's Country Strategy Paper (CSP) for Jamaica, BNTF 9 focuses on community development with attention to water supply and sanitation, basic community access and drainage, and education and human resources development (HRD). In total, 20 sub-projects were financed with BNTF 9 resources, amounting to US$ 7.2 million in grants disbursed. However, over 60% of the investment was concentrated in the education and HRD sectors (see Table 1).

Figure 1 BNTF 9 portfolio in Jamaica, by sub-project financing (US$)



Source: CDB.

[3] It is Jamaica's first long-term strategic development plan, and covers the 21-year period, 2009–2030.

[4] https://www.fao.org/faolex/results/details/en/c/LEX-FAOC149364/.

[5] The BNTF, established in 1979, is the CDB's premier initiative to combat poverty in the regions. The BNTF is a cyclical grant-funded programme, tied to the phases of the Bank's Special Development Fund. In the SDF Agreement for each cycle, contributors set aside resources for BNTF funding.

[6] BNTF 10 is still undergoing implementation.

2.2 SDF-financed sub-project covered in the case study

This case study focuses on BNTF 9-funded interventions to support Jamaica in achieving Sustainable Development Goal (SDG) 1 ("End poverty in all its forms") by analysing five sub-projects across the main priority sectors (see Table 1).

Table 1 Overview of sub-projects analysed for the Jamaica case study

Name	Sector	Year of approval /start/completion	Status	Disbursed CDB grant (US$)
Windsor Community Water Supply Rehabilitation	Water and Sanitation	2020/2021/2022	Completed	508,257
Epworth Rural Feeder Road Rehabilitation	Basic Community Access and Drainage	2019/2020/2021	Completed	621,592
Marlie Mount Infant and Primary School Expansion and Sanitation Upgrade	Education and HRD	2019/2021/2022	Completed	1,115,482
CPFSA (CDA) Therapeutic Treatment Centre Construction	Education and HRD	2020/2021/2022	Completed	665,000
Albion Primary School Special Education Block Construction	Education and HRD	2020/2021/2022	Completed	477, 535

These five sub-projects were selected as a representative sample, as they cover the three priority areas on BNTF 9 in Jamaica and represent, as a group, almost half (49%) of the portfolio in terms of budget. See Appendix A for detailed information on sub-projects.

2.3 The developmental challenge addressed and proposed solutions

In general, BNTF 9 targeted vulnerable groups in rural/underserved communities and areas. It included:

- Children in infant and primary schools, including teachers and parents;
- At-risk youth;
- Students/youth with special needs;
- People lacking access (roads) and potable water;
- Small producers (farmers) affected by drought and inadequate water for irrigation.

Below, we describe the targeted beneficiaries, core objectives and components of the sample sub-projects:

2.3.1 *Windsor Community Water Supply Rehabilitation*

The Windsor Community Water Project was initiated to address the critical lack of adequate potable water supply in Windsor, Moore Town, and surrounding districts such as Seamans Valley, Piggry, Little Johns Hall, and Chocolate Walk. Despite being situated in the Rio Grande River Valley with abundant natural water sources, these communities suffered from various issues, including the absence of water pipes and laterals, low water pressure, pollution, high turbidity, and frequent pipe leaks. Many residents had no access to piped water. They had to rely on rainwater harvesting, help from neighbours, or collecting water from rivers and springs, which posed significant health, sanitation, and economic challenges. The project focused on improving water access by rehabilitating the existing catchment system operated by the Maroon Council, installing a chlorination chamber for water purification, and laying down the necessary pipes to ensure a reliable supply of clean water to these communities.

2.3.2 *Epworth Rural Feeder Road Rehabilitation*

Epworth Road had been in poor condition for over 60 years: damaged road surfaces, exposed foundations, inadequate drainage, standing water, and erosion caused by water runoff. This situation affected the community's social and economic activities, including poor rural farmers and tourism workers. The road condition also led to a decrease in the number of students attending the local school. The project's core objective was to rehabilitate 3.1 km of road surface to enhance accessibility and promote economic development within the community. The project's main components included scarifying, grading, and shaping the road surface, constructing a marl base and asphalt pavement, building drains to reduce flooding, and engaging community members in road maintenance activities through training and provision of maintenance kits.

2.3.3 *Marlie Mount Infant and Primary School Expansion & Sanitation Upgrade*

The Marlie Mount Primary and Infant School Expansion and Rehabilitation Project aims to address significant overcrowding and enhance the learning environment. Originally built for 600 students, the school's population had significantly exceeded this number, leading to operational difficulties and an average class size of 36 students per teacher, surpassing the Early Childhood Education standard ratio of one teacher to ten students. By expanding and rehabilitating the facilities, the project sought to alleviate the shift system, reduce overcrowding, and increase teacher–student contact hours, thereby improving the quality of education and ensuring compliance with educational standards.

2.3.4 *CPFSA (CDA) Therapeutic Treatment Centre Construction*

The CPFSA (CDA) Therapeutic Treatment Centre Construction Project was initiated to address the critical gap in providing screening, assessment, and therapeutic treatment for children exhibiting behavioural challenges. The primary objective of this project was to establish a specialised facility to address the deficiencies within the state's current system for diagnosing and managing these critical issues. The initiative is driven by recognising resource constraints and infrastructural limitations exacerbated by a shortage of trained social workers to provide essential clinical support. By creating a dedicated facility, the project sought to significantly enhance the state's capacity to identify and address these challenges effectively, ultimately improving outcomes for individuals needing specialised care and support. This facility aimed to support controlled, therapeutic interventions, offering short-term acute residential inpatient treatment and outpatient counselling services for affected children and their families.

2.3.5 *Albion Primary School Special Education Block Construction*

The Albion Primary School Special Education Block Construction project was initiated in response to a critical need within the Ministry of Education and Youth (MOEY) Region 5, where over 3,000 students were identified as performing below average and in dire need of specialised educational interventions. This project addressed the significant lack of institutions equipped to cater to children with special educational needs, as evidenced by the substantial waiting lists for existing specialised institutions like the Woodlawn School of Special Education.

Despite serving as one of the few educational establishments offering special education services in the area, the Albion Primary School faced challenges in accommodating the demand and delivering the necessary depth of intervention due to limited space and resources. The construction of the special education block sought to expand the school's capacity to provide essential services, thereby reducing waiting times and improving the quality of education for students with special needs.

2.4 Intended outputs and outcomes of the interventions

Table 2 outlines the intended outputs and incomes of the sample BNTF 9 sub-projects.

Table 2. Intended outputs and incomes of the sample BNTF sub-projects

Project	Main outputs	Short-term outcomes	Medium-term outcomes
BNTF 9 sub-project: Windsor Community Water Supply Rehabilitation	Installation of 1.1km ductile iron pipeline and 2.7km of PVC distribution pipeline Installation of pumps and chlorination system Rehabilitation of the catchment area	Improve access and quality of water supply in the community (6,500 residents)	Improved hygiene and time for productive activities
BNTF 9 sub-project: Epworth Rural Feeder Road Rehabilitation	Rehabilitating 3.1 km of road with asphalt pavement and kerb and channel Construction of an Earth Drain	Reduced transport cost/time to and from the community (170 residents)	Increased economic activity
Marlie Mount Infant and Primary School Expansion and Sanitation Upgrade	Primary school: construction of ten classroom blocks and sanitation facility Infant department: Construction of four classrooms, sanitation facility and kitchen/cafeteria	Increasing the overall teacher–student contact hours at the school (1,618 students) Ensuring compliance with educational standards	Improvements in the education performance of students in national assessments
Albion Primary School Special Education Block Construction	Construction of three classrooms, sanitation block, admin area, lunchroom,	Expand the school's capacity to cater for children with special educational needs	

Project	Main outputs	Short-term outcomes	Medium-term outcomes
	multipurpose court, and fencing Equipment: desks, chairs and others	(45 children) in a quality education infrastructure environment	
CPFSA (CDA) Therapeutic Treatment Centre Construction	Construction of Phase 1 of the Therapeutic Centre with 16 dedicated rooms, admin area, playrooms, lunchroom and bathroom facility	Provide both short-term acute residential inpatient treatment and outpatient counselling services for affected children and their families (4,491 children)	Improve the mental well-being of children who are in child protection placement

3 Case analysis and lessons learned

3.1 Analysis of the project's identification, design and its relevance

To identify the sampled sub-projects, JSIF utilised a demand-driven approach where communities or organised groups themselves request assistance by writing a letter detailing their issue and asking JSIF for support. For instance, the Parent–Teacher Association (PTA) was the initiating group for the Albion Primary Special Education Block, the Maroon Council advocated for the water support project, and the Police Youth Club and the Community Development Council led the request for the road project in Epworth.[7]

Once approved, for each sub-project, a social office is assigned to engage with the community groups and facilitate participation throughout the project cycle. The social officer conducted regular and periodic visits to sub-project sites to consult with community members. All the beneficiaries interviewed felt they were consulted during the sub-project design, and their needs were adequately addressed in the sub-project components.

Regarding relevance, the investments made in the sample of studied BNTF sub-projects were well aligned with the mandate of JSIF and their counterparts: MOEY, Child Protection and Family Services Agency (CPFSA, formerly the CDA) and municipal corporations. These initiatives support the achievement of the Jamaica Vision 2030 Outcomes of "World class education and training", "A healthy and stable population", and "strong economic infrastructure". These projects are also aligned with the SDF 9 mandate of Supporting the achievement of the country targets of the UN SDGs: #1("End poverty in all its forms"), #4 ("Quality education"), and #5 ("Access to clean water and sanitation").

[7] Through site visits and focus groups with final beneficiaries, the consultants were able to validate the sampled sub-project targeted underdeveloped areas/communities with unmet basic human needs as mandated.

Securing Special Education Facilities at Albion Primary Trough Advocacy and leadership

The experience of Albion Primary underscores the significance of advocacy and leadership in achieving educational infrastructure improvements. The principal's continuous efforts to communicate the needs of children with special need in Albion Primary to the Ministry of Education and other stakeholders played a pivotal role in eventually accessing grant funding through JSIF and BNTF to bringing about the desired change.

Lesson learned: *The Albion Primary School Special Education Block Construction is a good example of the* ***demand-driven approach utilized by JSIF****. This approach has proven vital to ensure relevance to the community needs and ownership from local leaders.*

3.2 Analysis of the project's implementation and monitoring

3.2.1 Timeliness of implementation

The overall implementation of BNTF 9 in Jamaica has experienced significant delays. Signed initially on October 10, 2017, the BNTF 9 grant had an initial Terminal Disbursement Date (TDD) set for December 31, 2020. Due to the unprecedented challenges posed by the global COVID-19 pandemic, this deadline was first extended to September 30, 2021, then to March 31, 2022, and then again to June 30, 2022, acknowledging the pandemic's ongoing impact and delays in sub-project execution. Four sub-projects experienced further delays and were completed by September 30, 2022, including the Windsor Water Supply Rehabilitation and the CPFSA Child Therapeutic Centre projects.

Considering the various TDD extensions, JSIF took 60 months (5 years) to implement BNTF 9 sub-projects. While the implementation period was extensive, it was comparable to BNTF 6 and BNTF 7 cycles. In addition to the COVID-19 pandemic, the implementation of BNTF 9 was hindered by the following factors according to BNTF 9 Country Project Completion Report (CPCR):

- Various layers of the Government process for approvals, including cabinet approval, as per new regulations in Jamaica;
- Several sub-projects in BNTF 9 had failed tenders. Most of the delays happened at the approval and preparation stages;
- Cancelled sub-projects led to JSIF looking for replacement sub-projects in 2020 and 2021
- Issues with contractor capacities, and;
- Turnover of the JSIF BNTF team during the pandemic.

The following table provides an overview of the timeliness of implementation of the five sampled BNTF 9 sub-projects:

Name	Timeliness of implementation (On time, slight delays /significant/severe)	Drivers of delays

Windsor Community Water Supply Rehabilitation	Significant delays	• **Climactic:** Due to heavy rains and terrain characteristics, it was not possible to transport the materials to the construction site at some point. • **Contractor capacities:** The contractor failed to implement efficiently and follow the expected timeline.
Epworth Rural Feeder Road Rehabilitation	On time	
Marlie Mount Infant and Primary School Expansion and Sanitation Upgrade	Slight delays	• **Start of the project:** There were no delays in implementation, but with the start of the project.
CPFSA (CDA) Therapeutic Treatment Centre Construction	Significant delays	• **Design consultant issues:** Shortages in quantities specified by the consultant led to cost overruns and a long delay (6–8 months) • **Contractor capacities:** Technical difficulties mainly affect the infrastructure construction work. There were also cash flow problems.
Albion Primary School Special Education Block Construction	Slight delays	• **Failed tender:** This sub-project experienced one failed tender. • **Contractor delays:** The contractor had delays in transporting the machinery and construction equipment to the site. However, the schools were constructed in around six months because the contractor used prefabricated concrete walls and materials.

Regarding financial management, all sample sub-projects apparently used the budget as planned and did not undergo significant cost overruns.

3.2.2 JSIF and CDB institutional capacity for implementation

Despite the delays in implementation, JSIF has demonstrated adequate institutional capacity to manage BNTF 9 sub-projects and deliver them with a high-quality standard. Established in 1996 as part of Jamaica's national poverty alleviation strategy, JSIF has evolved into a longstanding institution with over 26 years of operational experience. In addition to the CDB, JSIF administers funding from other international donors—such as the European Union and the World Bank.

The presence of a dedicated BNTF team inside JSIF, including a project manager, a technical officer (civil engineer), and a social officer, further supported by environmental and gender specialists and a monitoring and evaluation monitoring and evaluation (M&E) officer, underscores JSIF's comprehensive approach to managing BNTF sub-projects.

JSIF has established quite a good working relationship with CDB through BNTF. CDB oversees support through missions and quarterly reports, and its staff is involved in continuous project management discussions. JSIF staff noted that CDB staff have notably increased their involvement in the past year by increasing the frequency of their visits and enhancing support for social and project officers. This increased involvement includes providing more training, organising additional meetings, and focusing on capacity building to address on-site issues more effectively.

3.2.3 Monitoring and evaluation

The M&E framework implemented for BNTF 9 projects was comprehensive and followed a results-based management approach. The project's appraisal documents establish key performance indicators, including relevant outputs and outcomes. The M&E process involves the submission of quarterly reports to CDB and Planning Institute of Jamaica (PIOJ) that encompass all projects.

A dedicated M&E unit at JSIF supports the monitoring. This unit collaborates closely with the social officers and project teams to collect baseline and monitoring data. Furthermore, the CDB financed a mid-term evaluation and final CPCR for BNTF 9.

However, it is important to note that there is a shortage of M&E personnel at the JSIF unit and high turnover rates, which led to information loss in the past. Also, JSIF project officers acknowledge they have not been able to consistently assess the projects at the medium-term outcome and impact levels. They plan to use resources from BNTF 10 to evaluate previous cycles now that sufficient time has passed to assess impacts. They are working to commission an impact evaluation of the interventions in the special education sector from cycles five through nine.

A proposal for a multicycle approach for sub-project planning and implementation for future BNTF cycles

As evidenced, JSIF has struggled to deploy all BNTF resources within SDF cycle timeframes and had to request extension to the TDDs. Some of the delays arise from the current project approval and implementation process. Specifically, the time consumed by obtaining approvals from the CDB and then navigating through local bureaucratic procedures results in a loss of approximately a year and a half of valuable implementation. This was particularly problematic for BNTF 9, given new fiscal regulations in Jamaica that increased the layers of government process for investments approval and does not accommodate a "fast track" for projects funded with grant resources.

To address these challenges, JSIF leadership considers a multi-cycle approach to BNTF implementation should be analysed. This approach advocates for a more integrated and continuous planning and execution of sub-projects across multiple BNTF cycles. By initiating the local bureaucratic and approval processes well in advance—for example, starting the groundwork for BNTF 12 projects during the implementation of BNTF 11—this strategy aims to allow sub-project implementation to begin during the first year of the SDF/BNTF cycle.

3.3 Analysis of the project's achievement of its intended outputs and outcomes

Overall, BNTF sub-projects achieved their intended outputs and most of their intended short-term outcomes. While there are indications (see anecdotal stories of changes) of enhanced quality of life for final beneficiaries, medium-term outcomes and impacts are expected to be

observed over a more extended period (especially in school sub-projects concerning improvements in the education performance of students). Based on the BNTF 9 CPCR, some of the achievements at the portfolio level include:

- Education and HRD I (school infrastructure): A total of 48 classrooms were constructed, benefiting 3,605 students. This investment led to a more conducive teaching and learning environment due to improved physical infrastructure, furniture and equipment.
- Education and HRD II (training and institutional development): Training and two HRD (special needs) facilities/infrastructure that led to opportunities and services for children needing psychosocial assessment and those with special needs.
- Education and HRD III (livelihoods): Drip irrigation infrastructure was provided to 300 farmers in Jamaica's "bread-basket" area, leading to reduced use of water and fertiliser on farms and increased farm income.
- Access and Drainage (Rural Access Roads): A total of 8.85 kilometres were rehabilitated, directly benefiting 2,434 people (1,250 females/1,184 males), leading to savings in time to travel to any place and improved economic activity (e.g., the greenhouse on Epworth Road).
- Water Supply and Sanitation: Rehabilitation of one water supply, benefiting 1,396 community members with improved access to water.

The sustainability of BNTF 9 sub-projects in Jamaica is subject to several critical factors. Firstly, the adequacy of infrastructure maintenance becomes a responsibility shared between the community and the relevant government body (e.g., MOEY, Municipal Corporations, etc.) after JSIF hands over the project. Despite possessing the technical expertise, these entities often face financial constraints that pose a high risk to continuous infrastructure maintenance.

To mitigate these risks and improve the likely sustainability of the sub-projects, JSIF has implemented strategies to enhance the capacity for maintenance and sustainability. These efforts include training focused on maintenance and Water, Sanitation, and Hygiene (WASH).

Below, we discussed in more detail the achievement of outputs, outcomes and likely sustainability of the five sub-projects sampled in the case study.

3.3.1 Windsor Community Water Supply Rehabilitation

The investment enhanced the water system by refurbishing 3,863 metres of piping, which comprised 1,662 metres of galvanised pipes extending from the road to the water source. It also involved the installation of ten lateral pipes, repairing the catchment tank, and setting up a chlorination unit. The upgraded pipes, now a mix of iron and PVC, have a diameter of 6 inches, an increase from the previous pipeline's 3–4 inches. The project benefited 1,396 community members with improved access to water and increased the coverage to around 95% of the population (see text box below the stakeholder story of change).

However, the area recently experienced an unusual drought season that led the community to bypass the catchment to try to increase the pressure. Also, the water pipelines are not yet connected to the chlorination system. Consequently, the expected improvements in water quality (uniformly chlorinated water) have yet to materialise.

In terms of sustainability, the community has managed the water system for the past 30 years and is committed to maintaining the facility. The community leaders expressed their intention

to collaborate with the CDB to design a new project that provides a long-term solution to the functionality of the catchment tank.

Stakeholders' stories of change – *Windsor Water Project*

W.S. *"Hello, my name is "W.S., and I serve as the leader of the Maroons in this region. We embarked on a significant project aimed at enhancing the water supply for the Windsor, Siemens Valley, and Moreton communities. Previously, we had two separate pipelines from our water source. One was an older galvanized iron (GI) pipeline, while the other was made of PVC plastic. The PVC pipeline supplied water to Moreton, and the GI pipeline served Windsor and Siemens Valley. These pipelines, installed in the 1970s, had aged and started leaking due to wear and porosity, necessitating periodic replacements as funding allowed.*

In the past, not everyone in the community had access to water, especially those living far from the main lines. However, with this new project, we've installed a modern six-inch ductile iron pipeline that efficiently distributes water to the entire area. We've divided the flow, with portions going to Windsor and another to Siemens Valley and Moreton.

Before these upgrades, water access was intermittent, especially in Windsor and parts of Siemens Valley, with shortages commonly occurring during dry periods. The improvements have now ensured that over 95% of the community has water access, significantly enhancing daily life. Residents no longer need to rely on rivers or streams for water, reducing environmental contamination from chlorine and detergents.

Moreover, the project has facilitated the widespread adoption of flush toilets, improving sanitation and overall hygiene in the community. This isn't just a convenience; it's a transformation that affects hygiene, environmental sustainability, and social well-being, allowing more time for other activities.

We are deeply grateful to the Jamaica Social Investment Fund (JSIF) and the Caribbean Development Bank (CDB) for their support and funding. Although securing such projects can be a lengthy process, the benefits, improved quality of life, and community involvement in planning and execution make it all worthwhile".

3.3.2 Epworth Rural Feeder Road Rehabilitation

A 3.0 km road was rehabilitated in less than six months in December 2020. The project improved road infrastructure with curbs and cross drains, leading to easier access for students to schools

and farmers to markets. The project also increased economic activity, with more vehicles using the road, attracting new investments in the form of a large greenhouse and rising property values. The community actively participated in the project, contributing resources, organising maintenance activities, and engaging with stakeholders.

In terms of outcomes, the project had a significant positive impact on the daily lives of community members. The project's active community engagement and ownership bode well for its sustainability, as volunteers are committed to ongoing road maintenance and promptly report any defects for repair. Persistent challenges involve addressing the opposite side of the road and securing resources for its continuous upkeep. Lessons learned from the project emphasised the importance of community involvement, cooperation with relevant organisations, and active engagement from stakeholders throughout all project stages. The project's success was attributed to the residents' strong community organisation, commitment, and drive, pointing towards a sustainable future for the road infrastructure and ongoing development in the community.

Stakeholders' stories of change – *Epworth Rural Feeder Road Rehabilitation*

D. F. *"My name is D. F. and I'm the farm manager for hydroponics farm here in Epworth. We produce about 18,000 heads of lettuce, which is about 6000 pounds of lettuce per week. Now, how this rehabilitation of the road has impacted or influenced us to be in the community? Firstly, we would not have started our project here if it was not for the condition of the road. So definitely the condition of the road that it is in now in an impeccable condition has influenced us to start up our project in this community. And so far, it has impacted the livelihood of many of the individuals living in Epworth. Whereas we have employed about ten persons from the community at our farms and we have been very instrumental in the commerce that is going on. Some of the benefits of this road is we can bring in our raw materials for production easily and we are able to transport or produce, get them to our markets faster and in a timely frame. Thank you.*

N.W. *"My name is N. W. I'm a resident of Epworth and I work in the hospitality industry in Ocho Ríos. And I am so happy for this road. It has lifted my self-esteem compared to what it was back then with the bad roads. This new road makes me much more productive. And I have plans also in the coming future to establish my farm, also to get a second income. So that's all I have to say. And I'm looking for greater things to come from JSIF".*

3.3.3 *Marlie Mount Infant and Primary School Expansion & Sanitation Upgrade*

The projects at Marlie Mount Infant School and Marlie Mount Primary School in St. Catherine have significantly improved infrastructure and learning environments. The projects' outputs include the construction of new classrooms, sanitation facilities, and improved facilities such as desks, chairs, whiteboards, and rainwater harvesting tanks. These outputs have translated into

positive outcomes such as a more comfortable and conducive learning environment for students and teachers, reduced student-teacher ratios, extended contact time, improved safety measures on the school grounds, and a positive emotional impact on the community, as it alleviates concerns about the shift system. The school community's engagement in the project's design and implementation has been emphasised, leading to a more collaborative and effective educational environment.

In terms of sustainability, efforts have been made to address challenges such as overcrowding, inadequate facilities, and operational issues like the shift system. Ongoing maintenance plans, parents and community involvement in fundraising events, and future plans for additional upgrades, such as more bathrooms, support the project's sustainability. However, challenges remain, including concerns about long-term maintenance costs, funding for repairs, and ensuring adequate sanitation facilities for the high number of students. Despite these challenges, the project has demonstrated positive impacts on student learning experiences, academic performance, and overall school functionality, highlighting the potential for continued success and improvements in the educational outcomes of the schools involved.

Stakeholders' stories of change – *Marlie Mount Infant and Primary School Expansion and Sanitation Upgrade*

L.C. "*Hello, my name is L. C., and I have two children enrolled in Marlie Mount School, one in the infant department and another in the primary department. Initially, I hesitated to send my children to Marlie Mount despite its reputation as the best primary school, mainly due to concerns about the shift system. However, after deciding to enroll them, I noticed significant improvements. My first child, who once struggled with the heat and crowding in his previous classroom, now enjoys a more spacious environment, leading to him becoming more social and happier. Similarly, my other child, who avoided using the school bathrooms due to cleanliness issues at his previous school, now comfortably uses the facilities here, which are clean and conveniently located.*

I am particularly grateful for the new buildings and renovations, which have enhanced our overall experience. The elimination of the shift system has not only simplified logistics, reducing the need for multiple taxi rides and full-day supervision, but also saved us money. I want to express my gratitude to JSIF, the CDB, and all the partners involved for their contributions. Your efforts have significantly improved our lives and brought joy to the community".

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3.3.4 *CPFSA (CDA) Therapeutic Treatment Centre Construction*

The project to establish the Children's Therapeutic Treatment Centre, led by the CPFSA, has successfully achieved several key outputs. These include constructing and opening a state-of-the-art facility in Kingston, Jamaica, designed to provide vital services such as residential inpatient programmes, day treatment programmes, and outpatient counselling and psychotherapy services to children with special needs and their families. Coordinating various services under one roof has addressed challenges related to a shortage of local expertise, leading to positive outcomes such as observed progress in patients receiving therapy and praise for the accessibility of facility services.

In terms of outcomes, the centre has progressed in improving the well-being of state-care children and those with behavioural issues through therapy sessions. Parents have highlighted their favourable experiences with trained psychologists at the centre and stressed the importance of increasing awareness about such facilities for abused children in Jamaica. The involvement of parents in therapy sessions and the overall accessibility and cleanliness of the facility have been praised. However, challenges remain, including a shortage of professionals, necessitating additional funding for counsellors to meet the high demand for services and difficulties in measuring the impact of therapy due to various factors affecting its success or requiring referrals to other services.

For sustainability, the centre aims to provide various interventions for children and families in addition to treatment, such as education, supervision, trauma programmes, family therapy sessions, and support beyond just children. The vision is to establish the centre as a hub for mental health services within the agency, providing on-site and mobile team services. Efforts are being made to obtain staffing through organisational restructuring and secure necessary approvals from the Ministry of Finance for additional support. Plans to expand with a centre in the country's western end are under consideration, though resources and skills are required. Overall, the long-term sustainability of the centre will depend on securing funding, increasing staff capacity, and continuing to provide essential mental health services to children and families in need.

Stakeholders' stories of change – *CPFSA (CDA) Therapeutic Treatment Centre Construction*

J. W. *"My name is J. W., my wife and I, we have a foster son who has benefited from this facility. We came here about four months ago, and since then he has been tremendously helped. The play therapy, the counseling sessions has helped him so much. This help would not have been possible without the funding from BNTF and CDD. This funding has really helped my family, and I'm sure that helps many other families. My son is different and better because of it, because of this place. Thank you very much.*

3.3.5 *Albion Primary School Special Education Block Construction*

This sub-project was introduced into the portfolio at a later stage because the design-build approach using precast concrete could deliver the sub-project in a shorter period. The expected outputs were achieved as a new standalone self-contained Special Education Facility was built with three classrooms, an 8-seat sanitation block with four wheelchair access stalls, a tertiary treatment system, a kitchen, an administration room, and a sick bay. Also, the school was equipped with chairs, desks, and other educational materials.

As of January 2024, 33 students with special needs (out of a target of 45) benefitted from a more conducive learning environment. There is anecdotal evidence that the new facility has led to improvements in the education performance of students (see text box below with the stories of some students' parents)

With the school now recognised by MOEY as a "special needs" school, it is expected that more resources will be granted from the ministry to operate and sustain the school.

Stakeholders' stories of change - *Albion Primary School Special Education Block Construction*

S. A. *"My name is S. A., and I am the mother of a seven-year-old son who was diagnosed with autism spectrum disorder. He began attending Albion in September, marking a significant improvement from his previous experiences. Prior to this, we encountered numerous challenges, particularly with his ability to settle and engage in his surroundings. At his former school, he struggled to focus and often wandered the corridors aimlessly, requiring paid shadow support, which unfortunately also exposed him to abuse without any notable progress in his development.*

Since transferring to Albion, a school that offers a less confusing and more supportive environment, I've observed remarkable improvements in his behavior and academic engagement. He is now more receptive to learning, shows reduced wandering, and benefits from the attentive support of shadow aids. The school's calm and quiet atmosphere is particularly conducive to his needs, offering him comfort and stability.

I am immensely satisfied with the facilities at Albion; they are beautiful, spacious, and well-suited to children on the autism spectrum. However, I believe that for the school to fully cater to its students' needs, further enhancements are necessary. Specifically, the addition of a therapy room equipped to provide targeted behavioral therapy is essential".

C. D. M. *"My name is C. D. M. I am the mother of a twelve-year-old son who has Down syndrome. It's not severe, but it significantly affects him. His development was delayed; he struggled with basic skills like talking and walking. Additionally, he has bee, having battled a heart condition known as ABSD, undergone major surgery.*

He faced significant challenges in school due to underdeveloped speech, making it difficult for him to be understood. There was an incident where, feeling misunderstood, he tried to leave the school grounds to come to me, leading to a dangerous situation where he was found walking down the road by himself.

After transferring him between schools in search of a better environment, we encountered severe issues which profoundly impacted him and left a negative impression of school life. However, our discovery of Albion School marked a turning point. The teachers and staff at Albion have been incredibly supportive. At Albion, he has flourished; he's learning to read, write, and even lead classes. He's become a social butterfly, engaging with his peers in a safe and supportive environment without fear of being mistreated.

This school represents a significant positive change for children with special needs in our community. I am deeply grateful for the support and opportunities provided to my son here. It's my hope that this partnership will continue to grow and bring about even better outcomes in the future.

4 Contribution claims

Based on the primary and secondary evidence gathered and triangulation of sources, the following claims are made about the contribution of the sampled five BNTF 9 sub-projects to the main expected results:

- The intended short-term outcomes were primarily achieved, and the BNTF-financed sub-projects likely contributed to these outcomes. Short-term outcomes achieved include:
  - 6,000+ residents of the Windsor and surrounding Communities improved their access to water supply. However, improvements in the quality of water are yet to materialise.
  - 170+ residents of the Epworth community reduced their transport cost/time to and from the community.
  - 1,600+ students of Marlie Mount Infant School are accessing a more conducive teaching and learning environment due to improved physical infrastructure and increased overall teacher–student contact hours at the school.
  - The CPFSA Centre provides both short-term acute residential inpatient treatment and outpatient counselling services for affected children and their families.
  - 30+ students with special needs at Albion Primary are accessing a more conducive teaching and learning environment.
- The intended medium-term outcomes were partially achieved, and BNTF-financed sub-projects were only one of the factors contributing to the achievement of these outcomes:
  - There is anecdotal evidence that Windsor Community Water Supply Rehabilitation beneficiaries have experienced time savings that they can use in productive activities. The intended outcomes regarding improved hygiene and health have not yet been achieved as the chlorination facility is not yet being used.
  - The Epworth project enhanced economic activity, community engagement, and daily lives. The Epworth Rural Feeder Road Rehabilitation project was the most important contributing factor. However, other factors played a role (e.g., community involvement and economic growth of the Jamaican economy and hospitality sector).
  - Although it is still early to observe educational outcomes, there is anecdotal evidence that students from Marlie Mount and Abion schools experienced improvements in their education performance. The BNTF school construction projects were one of the factors contributing to these achievements. However, other factors might have played a role (e.g., increased teacher competencies).
  - Since the CPFSA (CDA) Therapeutic Treatment Centre Construction has just begun operating, it is premature to evaluate any enhancements in the mental well-being of children in child protection placement. Additionally, there are challenges in measuring therapy's impact due to multiple influencing factors or the need for referrals to other services.

Some of the factors that affected the achievement of medium-term outcomes include:

- Flaws in the design of the project:

- The Windsor Community Water Supply Rehabilitation project design did not feature a permanent solution to the pressure and filtration water problems related to the catchment tank.

- Some risks materialised, and necessary supporting factors did not take place, hampering the effectiveness:
  - The global COVID-19 pandemic posed significant challenges to the operation of BNTF 9 in Jamaica and caused delays in its implementation;
  - Turnover of the JSIF BNTF team during the pandemic;
  - Failed tenders and inadequate contract capacities, and;
  - Lengthy and bureaucratic processes for sub-project approval following new regulations in Jamaica.

Appendix A Key sub-projects information

BNTF Sub-project: Windsor Community Water Supply Rehabilitation	
Short description of the project objective	The Windsor Community Water Project was initiated to address the critical lack of adequate potable water supply in Windsor, Moore Town, and surrounding districts such as Seamans Valley, Piggry, Little Johns Hall, and Chocolate Walk. Despite being situated in the Rio Grande River Valley with abundant natural water sources, these communities suffered from various issues, including the absence of water pipes and laterals, low water pressure, pollution, high turbidity, and frequent pipe leaks. Many residents had no access to piped water. They had to rely on rainwater harvesting, help from neighbours, or collecting water from rivers and springs, which posed significant health, sanitation, and economic challenges. The project focused on improving water access by rehabilitating the existing catchment system operated by the Maroon Council, installing a chlorination chamber for water purification, and laying down the necessary pipes to ensure a reliable supply of clean water to these communities
SDF/BNTF cycle	9
Main SDF strategic theme	Supporting the achievement of SDGs
Instrument	Grant
Project Sector	Water and Sanitation
Location	Portland parish, Windsor, Jamaica
Intended beneficiaries	6,500 residents (3,315 females /3,185 males) of the Windsor and Moore Town communities
Executing agency (client)	Jamaica Social Investment Fund
Financing	Current approved amount (SDF): USD512,883 Total CDB funding (from OCRs or OSFs): USD512, 883
Disbursement	USD512,883
Start date	August 30, 2021
End date	August 31, 2022

BNTF Sub-project: Epworth Rural Feeder Road Rehabilitation	
Short description of the project objective	Epworth Road had been in poor condition for over 60 years: damaged road surfaces, exposed foundations, inadequate drainage, standing water, and erosion caused by water runoff. This situation affected the community's social and economic activities, including poor rural farmers and tourism workers. The road condition also led to a decrease in the number of students attending the local school. The project's core objective was to rehabilitate 3.1 km of road surface to enhance accessibility and promote economic development within the community. The project's main components included scarifying, grading, and shaping the road surface, constructing a marl base and asphalt pavement, building drains to reduce flooding, and engaging community members in road maintenance activities through training and provision of maintenance kits
SDF/BNTF cycle	9
Main SDF strategic theme	Supporting the achievement of SDGs

Instrument	Grant
Project sector	Access and Drainage (Rural Access Roads)
Geographical scope	Epworth, St. Ann Parish, Jamaica
Intended beneficiaries	170 residents (91 males/79 females) of the Epworth community
Executing agency (client)	Jamaica Social Investment Fund
Financing	Current approved amount (SDF): USD637,394 Total funding: USD670,941
Disbursement	USD637,394
Start date	September 14, 2020
End date	June 23, 2021

BNTF Sub-project: Marlie Mount Infant and Primary School Expansion & Sanitation Upgrade	
Short description of the project objective	The Marlie Mount Primary and Infant School Expansion and Rehabilitation Project aims to address significant overcrowding and enhance the learning environment. Originally built for 600 students, the school's population had significantly exceeded this number, leading to operational difficulties and an average class size of 36 students per teacher, exceeding the Early Childhood Education standard ratio of one teacher to ten students. By expanding and rehabilitating the facilities, the project sought to alleviate the shift system, reduce overcrowding, and increase teacher–student contact hours, thereby improving the quality of education and ensuring compliance with educational standards
SDF/BNTF Cycle	9
Main SDF strategic theme	Supporting the achievement of SDGs
Instrument	Grant
Project Sector	Education and HRD I (school infrastructure)
Geographical scope	Marlie Acres, Old Harbour, St. Catherine Parish, Jamaica
Intended beneficiaries	1,618 students and 79 staff members of the school
Executing agency (client)	Jamaica Social Investment Fund
Financing	Current approved amount (SDF): Marlie Mount Infant School: USD472,714 Marlie Mount Primary School: USD665,000 Total funding: Marlie Mount Infant School: USD497, 594 Marlie Mount Primary School: USD471, 051
Disbursement	Marlie Mount Infant School: USD472,714 Marlie Mount Primary School: USD665, 000
Start date	Marlie Mount Infant School: January 25, 2021

	Marlie Mount Primary School: July 13, 2020
End date	Marlie Mount Infant School: March 27, 2022 Marlie Mount Primary School: October 28, 2021

BNTF Sub-project: CPFSA (CDA) Therapeutic Treatment Centre Construction	
Short description of the project objective	The CPFSA Therapeutic Treatment Centre Construction Project was initiated to address the critical gap in providing screening, assessment, and therapeutic treatment for children exhibiting behavioural challenges. The primary objective of this project was to establish a specialised facility to address the deficiencies within the state's current system for diagnosing and managing these critical issues. The initiative is driven by recognising resource constraints and infrastructural limitations exacerbated by a shortage of trained social workers to provide essential clinical support. By creating a dedicated facility, the project sought to significantly enhance the state's capacity to identify and address these challenges effectively, ultimately improving outcomes for individuals needing specialised care and support. This facility aimed to support controlled, therapeutic interventions, offering short-term acute residential inpatient treatment and outpatient counselling services for affected children and their families.
SDF/BNTF Cycle	9
Main SDF strategic theme	Supporting the achievement of SDGs
Instrument	Grant
Project Sector	Education and HRD
Location	Maxfield Park, Kingston, Jamaica
Intended beneficiaries	4,491 Jamaican children who are in child protection placement
Executing agency (client)	Jamaica Social Investment Fund
Financing	Current approved amount (SDF): USD665,000 Total funding: USD881,206
Disbursement	USD665,000
Start date	July 26, 2021
End date	August 31, 2022

BNTF Sub-project: Albion Primary School Special Education Block Construction	
Short description of the project objective	The Albion Primary School Special Education Block Construction project was initiated in response to a critical need within MOEY Region 5, where over 3,000 students were identified as performing below average and in dire need of specialised educational interventions. This project addressed the significant lack of institutions equipped to cater to children with special educational needs, as evidenced by the substantial waiting lists for existing specialised institutions like the Woodlawn School of Special Education. Despite serving as one of the few educational establishments offering special education services in the area, the Albion Primary School faced challenges in accommodating the demand and delivering the necessary depth of intervention due to limited space and resources. The construction of the special education block sought to expand the school's

	capacity to provide essential services, thereby reducing waiting times and improving the quality of education for students with special needs.
SDF/BNTF Cycle	9
Main SDF strategic theme	Supporting the achievement of SDGs
Instrument	Grant
Project Sector	Education and HRD
Location	Albion District, Knock Patrick, Manchester, Jamaica
Intended beneficiaries	75 students with special needs
Executing agency (client)	Jamaica Social Investment Fund (JSIF)
Financing	Current approved amount (SDF): US$514,368 Total funding: US$541,440
Disbursement	US$514,368
Start date	April 10, 2021
End date	May 27, 2022

Appendix B List of interviews and focus groups

No.	Name / Role	Organisation
BNTF sub-project: Windsor Community Water Supply Rehabilitation		
1	Richard Muirhead, Project Officer	Jamaica Social Investment Fund
2	Colonel Wallace Sterling and Sherrod Lee	Moore Town Maroon Council and Windsor CDC President
3	Beneficiaries of the water supply rehabilitation	Windsor Community (Focus group)
BNTF sub-project: Epworth Rural Feeder Road Rehabilitation		
4	Renisha Daley, Social Officer	Jamaica Social Investment Fund
5	Raymond Grant, CDC President	Epworth Community
6	Beneficiaries of the road rehabilitation	Epworth Community
BNTF sub-project: Marlie Mount Infant School Expansion & Sanitation Upgrade – Marlie Mount Primary School Expansion & Sanitation Upgrade		
7	Project Officer/ Social Officer	Jamaica Social Investment Fund
8	Calvin Harris – Principal	Marlie Mount School
9	Parents of students	Community (Focus group)
BNTF sub-project: CPFSA (CDA) Therapeutic Treatment Centre Construction		
10	Daintyann Barrett-Smith, Project Manager	Jamaica Social Investment Fund
11	Kaylyn Gooden & Dr Warren Thompson (Director)/ Dr Anderson-Thomas	Child Protection and Family Services Agency (CPFSA)
12	Parents of patients	Beneficiaries (Focus group)
BNTF sub-project: Albion Primary School Special Education Block Construction		
13	Renisha Daley, Social Officer	Jamaica Social Investment Fund
14	Pauline Samuda – Chairman	Albion Primary School
15	Parents of students	Community (Focus group)

February 2024

Supporting Belize to build resilience to Climate Change and Natural Hazard Events

Case study 2 – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

Version 2

February 2024

Supporting Belize to build resilience to Climate Change and Natural Hazard Events

Case study 2 – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

Felipe Quintana and Léa Renard

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Acronyms

BMCs	Borrowing Member Countries
BNTF	Basic Needs Trust Fund
CARICOM	Caribbean Community
CCA	Climate change adaptation
CCS	Country Classification System
CDB	Caribbean Development Bank
CDMGs	Caribbean Millennium Development Goals
CGA	Country Gender Assessment
CROSQ	CARICOM Regional Organisation for Standards and Quality
CSEC	Caribbean Secondary Education Certificate
CTCS	Caribbean Technological Consultancy Service
CSME	CARICOM Single Market Economy
DANA	Damage Assessment and Needs Analysis
DiMSOG	Disaster Management Strategy and Operational Guidelines
DRM	Disaster risk management
DRS	Drought Recovery Scheme
EA	Executing agency
GDP	Gross Domestic Product
GSDS	Growth and Sustainable Development Strategy
IRL	Immediate Response Loans
M&E	Monitoring and evaluation
MAFSE	Ministry of Agriculture, Food Security and Enterprise
MED	Ministry of Economic Development
MFAI	Ministry of Food, Agriculture and Immigration
MIDH	Ministry of Infrastructure Development and Housing
NCRIP	National Climate Resilience Investment Plan
NDMSOG	Natural Disaster Management Strategy and Operational Guidelines
NEMO	National Emergency Management Organization
PCR	Project Completion Report
SIDS	Small Island Developing States

Executive summary

Belize is a country prone to the increasing threats of climate change due to its tropical climate and low-lying coasts. Through the Special Development Fund (SDF), the Caribbean Development Bank (CBD) has supported the Region in enhancing climate resilience and implementing climate actions. More precisely, CBD has allocated USD71 million and USD45 million through SDF 8 and 9, respectively, to support the Government of Belize (GOBZ) in improving the country's resilience to climate change.

The case study focuses on the support provided to Belize to build resilience to climate change and natural hazard events by analysing three projects aiming to provide emergency assistance. One project was related to the immediate emergency response after Hurricane Earl in 2016, and the other two projects focused on supporting sugarcane and livestock farmers during the 2019 drought. The key findings regarding these projects are as follows:

- **On relevance:** The selected projects aligned well with Belize's policy objective to "support agriculture and rural development" and commitments to "strengthen national capabilities in hydrology and meteorology and improve overall resilience to climate change and natural hazard events". In addition, the projects are well aligned with CDB's priorities and objectives in Belize, which include restoring essential public services, supporting inclusive and sustainable growth, and promoting environmental sustainability.
- **On implementation and monitoring:** All projects were implemented in a timely manner with no reported delays. The sampled projects followed different financial schemes: a loan to reimburse the expenses incurred by the GOBZ in rehabilitation works and emergency restoration of services and a loan and grant to finance activities to help farmers withstand the impacts of a drought. The executing agencies showed sufficient institutional capacities to implement the projects and to navigate the COVID-19 pandemic that occurred during the implementation of the two projects.
- **On achievement of intended outputs and outcomes:** First, the analysis of the effectiveness of the projects is limited by a lack of project information from both the CDB and the local authorities, as well as a lack of formulation of intended outcomes for some projects. Second, the nature of the projects (i.e., crisis response) entailed that outcomes (formulated or deduced by the project team) were rather short-range. However, based on project reports and information gathered during the field visits, the planned activities were implemented, and the intended outcomes were successfully achieved.
- **On SDF 8 and 9 contributions:** The intended outcomes were achieved, and the SDF-financed projects were one of the factors contributing to the achievement of these outcomes.

Based on this case study analysis, the following lessons can be learned:

- Immediate Response Loans (IRL) are an effective instrument for providing assistance to BMCs in the aftermath of a natural disaster. It allows governments to cover unbudgeted expenses and mitigate the effects of emergencies.
- Rigorous consultation, including with final beneficiaries, during the project design stage allows the provision of targeted assistance for the most pressing needs.
- During project design, result-based frameworks should be included to ensure effective monitoring and evaluation of interventions. Similarly, during execution, reporting is a critical instrument for future evaluations and adaptative management.

1 Introduction

This case study focuses on the support provided to Belize to build resilience to climate change and natural hazard events. It has been carried out as part of the multicycle evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles. This case study has been selected to analyse the extent to which SDF 8 and 9 contributed to their intended outcomes of contributing to environmental sustainability, mitigating climate change and responding to natural disasters.

The evaluation team analysed a sample of relevant interventions funded by SDF 8 and 9. The sampling criteria were a) covering both SDF 8 and 9; b) the size of their budget (large projects above USD200,000); c) thematic related to environmental sustainability, climate change and disaster response and mitigation; and d) the availability of documentation, especially on results and performance. This led to the selection of three projects for in-depth analysis covering different types of assistance from CDB to the GOBZ in the face of natural hazard events and also contributing to Belize's resilience to natural events.

The case study was conducted based on a) a review of the available strategic and project documentation;[1] b) a field visit to Belize in January 2024; c) qualitative interviews[2] with representatives of the GOBZ, implementing partners of the projects, stakeholders involved in the projects, and beneficiaries; d) focus group with project beneficiaries;[3] and e) review of the projects' monitoring data and reports, when available.

The main methodological limitation faced in conducting this case study was the lack of comprehensive data on the results for some of the projects. Only two projects provided completion reports. However, there was no information on outcome-level data since the projects did not include results-based frameworks. For the other project, the evaluators could only review the approval documents. This limitation is particularly relevant to outcome-level data, which were extremely limited in the documentation, making it difficult to gather evidence to analyse outcomes and the contribution of the SDF to these outcomes. Nonetheless, gaps in outcome data were filled, as far as possible, with information gathered during the field visit.

2 Overview of the case study

2.1 General context of the case study

Belize is located on the eastern coast of Central America where it is bordered by Mexico to the north, Guatemala to the west and south, and the Caribbean Sea to the east. The territory includes a wide range of ecosystems and a great diversity of species. The national territory is 95% land, with more than 1,060 small islands and cays making up the remaining 5%. Belize is highly forested, with more than 50% of the mainland covered with forests, with the remaining consisting mainly of agriculture, arable land, and human settlements.[4]

Belize's two main economic sectors are agriculture and tourism, which contribute significantly to the economy. The agriculture sector is driven by sugar, citrus and bananas. Belize's services

[1] See Appendix C.

[2] See Appendix B.

[3] Ibid.

[4] National Climate Change Office. 2021. Fourth National Communication, Belmopan City: Government of Belize.

sector is dominated by tourism, contributing a large share of the country's Gross Domestic Product (GDP), which stood at USD1,394.86 million in 2021.[5]

Belize, marked by a tropical climate and low-lying coasts, is classified as one of 44 Small Island Developing States (SIDS) that are most vulnerable to the effects of climate change. The World Bank ranked Belize 8th out of 167 countries for climate risk.[6] Belize's climate is made up of two seasons: wet (rainy) and dry. The country also has a hurricane season and is vulnerable to tropical cyclones.

Aware of the threats that climate change poses to the sustainable economic and social development agenda, the Government of Belize (GOBZ) has committed to strategically transitioning to low-carbon development while strengthening its resilience to the effects of climate change. This engagement has resulted in various national plans, such as the National Climate Change Policy, Strategy and Action Plan (NCCPSAP), a National Climate Resilient Investment Plan, a Nationally Determined Contributions, and the process of mainstreaming of climate change into the national Growth and Sustainable Development Strategy (GSDS).[7]

Belize is therefore trying to build up resilience to the risks of climate change and natural disasters by adopting plans to tackle them. Joint regional efforts are required to achieve this, and CDB has been providing support in the past few years.

The main policies and strategies related to climate change and natural events are presented below.

- CDB Disaster Management Strategy and Operational Guidelines (DiMSOG) 2009 and 2021

Natural hazards present one of the most serious threats to the sustainable development of the Caribbean due to various factors (location, geomorphology, and socio-economic characteristics). These natural disasters can be hydro-meteorological (hurricanes, tropical storms, storm surges, flooding, and drought) or geological (earthquakes, volcanoes, landslides, and tsunamis). For instance, CDB BMCs experienced 190 disaster events resulting from natural hazard impacts between 2000 and 2019.[8]

Accordingly, in 1998, CDB implemented a Natural Disaster Management Strategy and Operational Guidelines (NDMSOG), later replaced by DiMSOG in 2009. DiMSOG was evaluated in 2018 and revised in 2021.

The primary purpose of the DiMSOG is to provide clarity to the BMCs on the scope and nature of the CDB's disaster risk management (DRM) and climate change adaptation (CCA) interventions, as well as strategic direction and operational guidance for CDB staff.

The 2018 evaluation highlighted several issues and lessons to be learned:

- increase emphasis and coherence on proactive pre-disaster interventions, and coherence at the regional and national levels;
- seek additional concessional financing for BMCs' DRM work programmes;
- maximise the benefits common to DRM and climate resilience in its work programme; and

[5] Ibid.

[6] Ismael Fabro and Juan R. Rancharan, National Environmental Summary Belize 2011, United Nations Environmental Programme/Regional Office for Latin America and the Caribbean.

[7] Belize's Updated Nationally Determined Contribution.

[8] SDF Discussion Paper: SDF 10 Replenishment Negotiations: Themes, Issues and Timeline December 2019.

- improve tracking and reporting of DRM interventions with a robust result monitoring and reporting framework.[9]

Henceforth, the purpose of the strategy has three interrelated themes. Specifically, these are to:

- support BMCs' efforts to reduce risks related to natural disasters and climate change and to facilitate rapid and appropriate assistance to the BMCs in response to disasters in an effort to assist in the revitalisation of their development efforts;
- strengthen the Bank's effectiveness in supporting its BMCs to systematically reduce the risks related to natural disasters and climate change; and
- collaborate with other Development Partners to increase the effectiveness of donor interventions in DRM and CCA.

The expected impact of the DiMSOG 2021 is the increased capacity of BMCs to proactively manage disaster risks and recover from natural hazard events.

- CDB Climate Resilience Strategy 2012–2017

CDB prepared its first Climate Resilience Strategy (CRS) 2012–2017 to provide the Bank with a framework for integrating resilience into its core business and to support BMCs' climate action work programmes. A two-phased approach was implemented to "build a CDB-explicit value chain to support climate resilience in BMCs". Phase 1 (2012–2015) placed emphasis on mobilising concessionary resources and building internal capacity within the Bank's core operations to support climate resilience actions and to design and deliver an initial programme of capacity building. The second phase (2015-17) sought to scale up investment interventions as capacity strengthened and financing levels improved.

- Belize Country Strategy Paper 2016–2020

CDB's engagement with Belize spans more than four decades. Lessons from previous country strategies with Belize suggest that the following are important to maximising the development impact of CDB's assistance to Belize: (a) robust results monitoring; (b) capacity building and institutional strengthening; (c) built-in flexibility to allow for changes in socio-economic circumstances and strategic priorities; and (d) strong collaboration with other development partners and key in-country decision-makers.

In 2014, the GOBZ adopted the National Climate Resilience Investment Plan (NCRIP), which provides the strategic framework for a long-term view to building economic and social resilience and development. NCRIP focuses on integrating climate adaptation investments and improving DRM capacities across all sectors and in overall national planning. However, additional support is needed to sustain this progress and address gaps in capacity building to manage climate change risks and implement policies and plans to improve environmental sustainability outcomes.

The Bank's involvement in Belize and natural disasters is therefore reflected in its strategic and political commitments. In addition, it also takes the form of financial resources to support national projects through funds such as the SDF.

- SDF 8 and 9 allocations to build resilience against climate change and natural hazard events

At the start of SDF 8, CDB expected to commit approximately USD87 million for these sectors. In 2013 and 2014, the CDB approved USD40.6 million in loans and USD7.6 million in grants in the area of environmental stability and climate change. BMCs that benefitted in particular

[9] Independent Evaluation Report Recommendations DiMSOG 2009–2018.

included Guyana, Grenada, Haiti and Dominica. Other BMCs that received assistance included Jamaica, Saint Lucia, Grenada, Saint Vincent and the Grenadines and Belize.

The SDF 9 grant set-asides for disaster response and mitigation, and environmental sustainability and climate change totalled USD6 million. By comparison, these themes received initial allocations of USD10 million for SDF 8, which represents a reduction in their allocation relative to overall available grant resources (excluding BNTF) from 11.1% from SDF 8 to 7.6% from SDF 9. This reduction highlights the increased competition for (increasingly limited) CDB and SDF grant resources from different sectors but contrasts with the increased importance of climate change mitigation and resilience internationally and within CDB. CDB also approved USD17.1 million in loans to four BMCs to support immediate disaster response or rehabilitation and construction in the aftermath of natural disasters, such as Hurricanes Irma and Maria.

- The CDB's financial commitment to Belize

Belize is one of CDB's smallest shareholders, with ownership totalling 0.87% of total share capital. Nevertheless, CDB loans to Belize, amounting to USD395.8 million over the period 1970–2016, make Belize CDB's third largest borrower. Belize is also the fourth largest recipient of grant funding from CDB, with cumulative grant approvals amounting to USD41 million as of June 30, 2016.[10]

2.2 SDF-financed sub-project covered in the case study

This case study focuses on SDF 8 and 9 funded interventions to support Belize in building resilience to climate change and natural hazard events by analysing three projects.

Table 1 presents the main characteristics of the SDF-financed projects included in this case study. The selection of projects was based on the following criteria: a) coverage of both SDF 8 and 9; (b) size of the budget (i.e., large projects above USD200,000); (c) diversity of thematic coverage (i.e., environmental sustainability, climate change and disaster response and mitigation); and, (d) availability of information (secondary documentation and data collected during field visit). Moreover, the projects selected highlight the different types of assistance from CDB to the GOBZ in the face of natural hazard events (i.e., immediate versus planned responses). Overall, projects included in both categories aim to contribute to improving Belize's resilience to natural events.

[10] Belize Country Strategy Paper 2016–2020

Table 1 Presentation of SDF-financed projects included in the case study

Name	SDF cycle	Type	Project objective	Components	Total CDB Funding (US$)	Status
Natural Disaster Management – Immediate Response Loan and Use of Funds (Consultancy Services) – Hurricane Earl – Belize, hereafter **Hurricane Earl project**	8	Loan	Clean and clear debris in the affected areas and the restoration of essential services damaged by the hurricane	Clearing, cleaning, and emergency restoration of services Consultant(s) certification – Technical assistance Project management	770,000	Completed
Enhancing Sugarcane Farmers' Resilience to Natural Hazard Events, hereafter **Sugarcane Farmers project**	9	Loan	Provide assistance to the GOBZ to assist sugarcane farmers in northern Belize to recover from a drought which impacted during 2019	Provision of inputs (planting material and agrochemicals) and services (land clearing and preparation) Technical assistance in climate-smart agriculture practices Project management	1,013,000	Completed
Disaster Management Emergency Relief Grant: Drought 2019 – Belize, hereafter **Livestock Farmers project**	9	Grant	Provide emergency relief supplies and services to small farmers (crop and livestock production) during the 2019 drought in Belize	Land clearing Provision of animal silage Provision of water storage devices and water supply services	200,000	Completed

Source: Evaluation team based on collected primary data.

2.3 The developmental challenge addressed and proposed solution

The primary and direct beneficiary of the case study projects is the GOBZ, particularly:

- The Ministry of Works, Transport and the National Emergency Management Organization for the Hurricane Earl project
- The Ministry of Food, Agriculture and Immigration for the Livestock Farmers and Sugarcane Farmers projects

The loans or grants provided enable the government to take action to build resilience to climate change and natural disasters that they would not otherwise have been able to implement. Beyond this, the final beneficiaries of the projects were mainly farmers:

- Northern sugarcane farmers for the Sugarcane Farmers project
- Small farmers (crop and livestock production farmers) for the Livestock farmers' project

Multiple sectors in Belize are vulnerable to weather variability and climate hazards such as hurricanes, floods, and droughts. Consequently, the GOBZ has to face many challenges simultaneously when it comes to natural disasters.

Regarding infrastructures, hazard events prevent economic and social activities from resuming normally. In 2016, the Earl hurricane caused significant damage to infrastructure and buildings, and many roads and streets were blocked in San Pedro, Caye Caulker, Belize City, Ladyville, Belize River Valley, Orange Walk, Belmopan and other affected areas. Additionally, several services were disrupted, such as telecommunications, water and electricity. In September 2016, it was estimated that the total loss to public utilities was BZD11,783,363 (equivalent to USD5,874,450).[11]

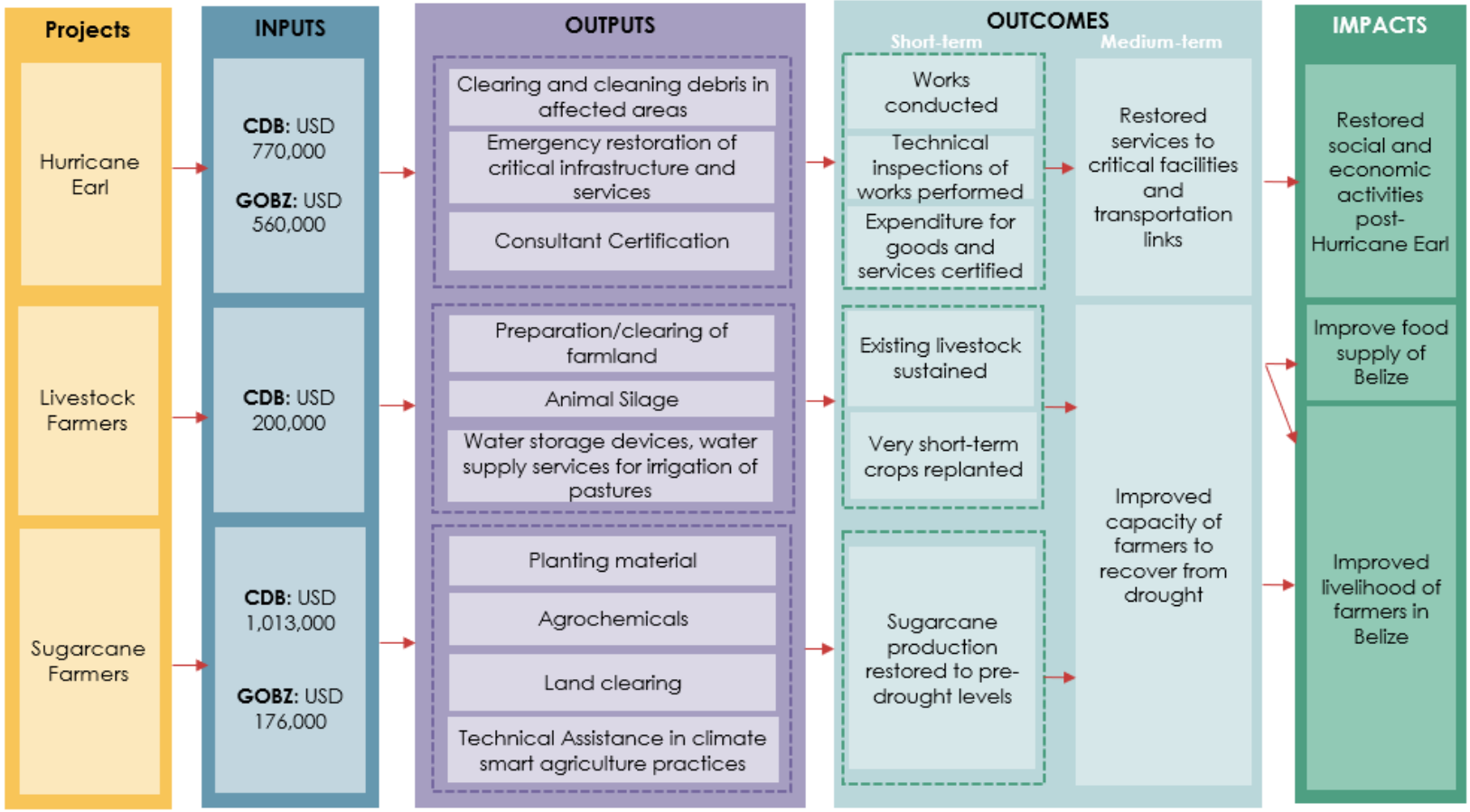
Agriculture in Belize is particularly affected by natural disasters, especially drought. While GOBZ is aware that post-disaster assistance is not sustainable in the long term, it is not able to fully compensate farmers for the loss suffered as a result of droughts. Given that drought conditions were present in 2018 and persisted into 2019, some locations and business lines were more severely affected. Reduced crop productivity has been reported in northern portions of the country and for small farmers (crop and livestock production) in general.

[11] Damage Assessment and Needs Analysis Committee, Initial Damage and Loss Assessment (IDA), 2016.

3 Theory of Change of the project

The following graph presents in detail the inputs, activities and expected results of the three analysed projects.

Figure 1 Visual representation of the Theory of Change of the projects



Source: Evaluation team based on collected primary and secondary data.

4 Case analysis and lessons learned

4.1 Analysis of the project design and its relevance

The design of the selected projects included in this case study followed two different approaches. The Hurricane Earl project was designed as an immediate response project to tackle the consequences of a natural event that deeply affected the country. As such, the GOBZ identified areas requiring specific attention for rehabilitating and conducting infrastructure works. The needs were identified based on the Damage Assessment and Needs Analysis Committee (DANA) report developed by the National Emergency Management Organization (NEMO) following Hurricane Earl. In addition, a characteristic of this project is that the funds coming from the CDB loan aim to reimburse expenses incurred by the GOBZ in confronting the national emergency. Due to the nature of this project, affected communities were not consulted in the design phase. The Sugarcane and Livestock Farmers projects were conceived to face the effects of the 2019 drought. Both projects were designed together with representatives of the sugarcane and livestock industries. In fact, the former project included visits and consultations with Belize's three sugarcane farmers' associations (i.e., Belize Sugar Cane Farmers' Association, the Corozal Sugarcane Producers' Association, and the Progressive Sugar Cane Producers' Association) to assess the impact of the drought in their activities, their needs, and determine the areas for intervention. The Sugar Industry Research and Development Institute was also involved in the design process. Interviewed stakeholders highlight the transparency in the consultation to leave no one behind. The latter project also included consultations with livestock farmers to determine their requirements to face the drought, albeit to a lesser extent. Interviewed beneficiaries expressed that they were considered during the project design and that their needs were successfully included in the projects' activities. In addition, a representative of the executing agency (EA) stated that during emergencies, the consultation process must occur quickly to ensure rapid reaction and to provide the required assistance.

Regarding relevance, the selected projects were well aligned with Belize's policy objective to "support agriculture and rural development" and commitments to "strengthen national capabilities in hydrology and meteorology and improve overall resilience to climate change and natural hazard events". In addition, the projects are well aligned with CDB's priorities and objectives in Belize, as presented below.

- The Hurricane Earl project is consistent with CDB's strategic objective of promoting broad-based economic growth and inclusive social development, as well as its corporate priority to strengthen and modernise social and economic infrastructure. Also, it is consistent with the country objective of restoring essential public services.
- The Sugarcane Farmers project is consistent with CDB's strategic objective of supporting inclusive and sustainable growth and development and corporate priority in supporting agriculture and rural development. Also, it is aligned with SDF 9's strategic theme of supporting the achievement of SDG targets relevant to the Caribbean and promoting regional cooperation.
- The Livestock Farmers project is consistent with CDB's strategic objective of Supporting Inclusive and Sustainable Growth and Development and corporate Priority of Promoting Environmental Sustainability. Also, it is aligned with the country objective related to disaster risk reduction, including disaster preparedness and emergency response.

Box 1: Immediate Response Loan and Use of Funds after Hurricane Earl

Caribbean countries, such as Belize, regularly face natural disasters. In an effort to integrate this vulnerability, increased by climate change, the CDB's DiMSOG allows for the rapid deployment of an emergency loan from SDF resources to fit and align with BMCs' needs.

Lesson learned: *The IRL after Hurricane Earl allowed Belize to be supported in two respects. First, it addressed a national emergency that affected infrastructure and basic services. Secondly, it allowed the government to secure economic resources that were not budgeted to respond to a national crisis.*

Box 2: The voucher system: An innovative solution to directly provide assistance to beneficiaries

Eligible and interested sugarcane farmers were issued with a voucher by the MFAI to redeem in participating suppliers and/or providers approved by the ministry. The value of the voucher was based on the amount of sugarcane delivered during the 2018/19 crop using of each beneficiary and the total delivered by all farmers associations. Participation was open to all providers, and the selected ones fulfilled the MFAI's and CDB's requirements in terms of the services to be offered. Providers were reimbursed upon presentation to MFAI of the copy of the voucher and invoice as evidence that the farmer has received the assistance. Three copies of the voucher were issued: to the farmer, the service provider and the MFAI. Copies of the invoices, signed receipts and other relevant documentation was retained by MFAI for monitoring purposes and reporting requirements to CDB. Beneficiaries were able to do above the value of the voucher by combining it with their own resources. A similar scheme had also been implemented for the Livestock farmers project previously.

The voucher system offered an innovative solution allowing to:

- Identify the inputs and service providers at the project design stage in agreement with CBD;
- Expedite the selection process of service providers contributing to the rapid provision of assistance;
- Ensure transparency in the selection process; and
- Ensure the assistance was directed to alleviate the drought and not being diverted to other purposes if beneficiaries were handed the assistance in cash.

Annex 2. – Done in duplicate

Ministry of Food, Agriculture and Immigration

DROUGHT RELIEF 2018/19 CERTIFICATE

This coupon can be redeemed at any of the following suppliers: Certificate No.: «Num»

□Brodies □Prosser □ Belagro □ Jiron □ Benny's □ 96 Shopping Centre □ Seed Supplier

Please supply the bearer **NAME OF FARMER** with BAIMS ID # XX with the following address xx, **«district» district** with the following farm inputs: XX, in the value not exceeding – amounts in words and figures $XXX.

District Agriculture Coordinator

Date: _____

Chief Agriculture Officer

Date: _____

Received by:

Signature of farmer:_____ Print Name_____

Date: _____

Note: Not redeemable for cash or any other farm input not stated herein

Valid until Nov 15, 2021

To the Supplier: This copy with an attached invoice should be sent to DAC for processing for payment.

Example of the voucher used in the Sugarcane Farmers project.

4.2 Analysis of project implementation and monitoring

4.2.1 Timeliness of implementation and efficiency in resource use

The projects from SDF 8 and 9 were implemented in a timely manner with no reported delays.

Regarding the use of resources, the sampled projects followed different financial schemes. The Hurricane Earl project consisted of a loan to reimburse the expenses incurred by the GOBZ in rehabilitation works and emergency restoration of services. In contrast, the Livestock Farmers project was given a grant, and the Sugarcane Farmers project received a loan to finance activities to help farmers withstand the impacts of the drought. CDB required a reconciliation of the amounts granted or lent against financial documentation for each project beneficiary. The sampled projects followed budget allocations as initially planned and underwent no cost overruns.[12] Interviewed stakeholders from the three EAs stated that the projects used the total funds budgeted.

Nonetheless, the project completion report (PCR) for the Livestock Farmers project mentions that after the implementation, CDB received financial documentation amounting to USD189,472 in respect of expenditures under the grant, from which USD26,057 was determined to be either ineligible or unable to be assigned based on the approved budget lines. A total of USD163,415 was reconciled as of December 31, 2020. In addition, subsequent attempts to obtain financial documentation for the remainder of the grant were unsuccessful, according to the PCR. Finally, no information related to this matter was mentioned during the field mission interviews.

4.2.2 Institutional capacity for implementation

The EA of the Hurricane Earl project was the Ministry of Works, Transport and the National Emergency Management Organization (MWTN), currently named the Ministry of Infrastructure Development and Housing (MIDH). The Livestock Farmers and Sugarcane Farmers projects were both executed by the Ministry of Food, Agriculture and Immigration (MFAI), currently named the Ministry of Agriculture, Food Security and Enterprise (MAFSE). The two EAs displayed an adequate institutional capacity to manage SDF 8 and 9 resources within the respective projects, following CDB's requirements. For instance, the main focal point between the GOBZ and CBD is the Ministry of Economic Development (MED), which plays a pivotal role in the concertation and definition of development needs that will be transmitted to the Bank. Specific ministries are involved during the design phase of the projects, in this case, MWTN and MFAI. Representatives of these EAs assess the needs to put in place within the projects and coordinate consultations with beneficiaries to target the activities. Once the funds are approved, those specific ministries are in charge of the execution of the funds and the implementation of the projects. For example, the MFAI had previous experience implementing similar disaster recovery projects and the participating staff were already involved in providing technical support to sugarcane farmers.

For instance, one of the requirements of the Sugarcane Farmers project was that potential beneficiaries needed to be registered as sugarcane producers in a database of the MFAI to be able to receive assistance. Information required included, for example, the name, location of the field/farm, size of the field, and production quantities. There was reluctance among farmers to complete this registry based on the belief that it would entail an increase in taxation of their production. The EA, supported by the farmers' associations, conducted information

[12] This conclusion regarding the Sugarcane Farmers project is based on primary information gathered through interviews during the field visit. The PCR was not available at the time of the evaluation.

sessions on the project and the eligibility criteria. They also facilitated registration sessions throughout the sugarcane region to increase participation.

Finally, the interviewed stakeholders underlined the long and positive working relationship with the CDB, which contributes to a solid institutional capacity for the implementation of projects.

4.2.3 Monitoring and evaluation

The monitoring and evaluation (M&E) framework differed between the selected SDF projects. First, the M&E framework for the Sugarcane Farmers project followed a results-based approach. The project appraisal document established the project's outcomes, components, impact and outcome indicators (including baseline and target), and responsibility for data collection. In addition, the reporting requirements established the submission of a database of the eligible farmers benefiting from the project, quarterly reports including the farmers receiving the payments, and a PCR. It is important to note that it was not possible to obtain these reports from the CDB or the EA before preparing the case study.

Second, based on the available information,[13] the monitoring framework established for the Livestock Farmers project is rather limited. It presents the expected benefits of the project. Moreover, it includes a report on the achievements, progress and results, a certified statement of the expenditures incurred by the GOBZ in respect of and in connection with the project, and a certification that expenditures financed by the Bank have not been financed by any other donor. Nevertheless, there is no evidence that a results-based framework was established for this project. In addition, a PCR (dated December 31, 2019) states that the full amount of the grant was disbursed on October 15, 2019. However, the total reconciled expenditure from the cheques database mentioned as an annex to the PCR was not included, and it was not possible to retrieve it for the purpose of this case study. During the interviews with relevant stakeholders, the existence of this database with the total number of beneficiaries was mentioned. Also, it was mentioned that the monitoring of the project was conducted through the allocation of the vouchers.

Finally, based on the Notification of Approval,[14] the Hurricane Earl project did not include an M&E framework. Nevertheless, clear objectives and impacts were established at the beginning of the project. It is important to note that this project consisted of an Immediate Response Loan, which, due to urgency, does not follow a results-based approach, according to consulted stakeholders. In addition, the loan included a Use of Funds component for consultancy services, which included clear reporting to monitor the execution of the works and costs associated, together with a report on the completion of the works. These reports were not available for the development of this case study. Consulted stakeholders mentioned that the provision of templates or forms by the Bank to the government could improve the reporting of IRLs. The latter to better organise the process of tracking works conducted, contractors, type of materials used, payments, etc. Furthermore, a completion report was developed by CDB, mentioning the successful achievement of the planned activities and the completion dates. Interviewed stakeholders mentioned that the monitoring of the project was conducted through the allocation of the vouchers.

[13] Notification Of Approval By The President Of A Grant – Disaster Management Emergency Relief Grant: Drought (2019) – Belize (BD 115/19).

[14] Notification Of Approval By The President – Natural Disaster Management – Immediate Response Loan And Use Of Funds (Consultancy Services) – Hurricane Earl – Belize (Paper BD 116/16).

Overall, stakeholders consulted during the field visit mentioned that CDB's reporting requirements are rather strict and difficult to keep up with. Also, it was mentioned that a lack of internal capacities within the GOBZ sometimes hinders the M&E of projects.

4.3 Analysis of the achievement of intended project outputs and outcomes

4.3.1 The Hurricane Earl project

Hurricane Earl struck Belize in early August 2016, causing damage to infrastructure, buildings, pedestrian and vehicle bridges, roads, and streets, resulting from the rainfall, storm surge and wind. As a result, the government declared a state of emergency lasting for 30 days. The GOBZ requested an immediate response loan from the CDB under DiMSOG to assist with emergency relief, immediate response, and rehabilitation, which was approved by the end of September 2016. The loan request included a damage assessment and needs analysis, together with a report, and the financial resources required to rehabilitate damaged infrastructure and public services in the affected areas. Considering the nature and urgency of the activities to be conducted, the GOBZ financed all required activities and then used the loan to reimburse the expenses covered by the loan. According to the PCR, the project successfully managed to clear, clean and repair transport infrastructure in Belize, Cayo, Stann Creek, and Toledo districts by April 2017. Consequently, the project managed to restore social and economic activities following Hurricane Earl, hence achieving its primary objective. Interviewed stakeholders mentioned that the project focused on the reimbursement in the areas most impacted. In particular, the main activities conducted with the project were the (re)construction of a low-line vehicular bridge, pedestrian bridges, and general works to clear debris and repair roads and streets. The project is considered successful since the GOBZ managed to receive full reimbursement for the requested activities, even though it was noted during the interviews that the amounts of the rehabilitation works were higher than the amount of the loan. Moreover, a consultancy service was included (through the CDB's Use of Funds) to assist with the supervision of the project. Technical inspections and certifications of expenditure for goods and services confirmed the completeness of the project.

This project consisted of retroactive activities since the CDB's loan came after some of the works were completed, which the consulted stakeholders considered one of the main challenges. In fact, the works were required to comply with specific reporting criteria to be eligible for reimbursement (i.e., contracts from contractors, invoices, tracking payments etc.).

Overall, the impact of the project is considered to be positive. On the one hand, the GOBZ was able to obtain reimbursement for expenses that were not budgeted, proving to be suitable for national emergencies (despite the loan amounts being capped for this type of loan on the CDB's side). On the other hand, the project focused on restoring infrastructure for vulnerable communities in rural areas. Through the project, communities were able to restore their activities, such as access to schools, farms, or work.

In terms of sustainability, the project's benefits continued to a certain extent beyond the end of the interventions, and the infrastructure covered by this project is currently functioning. Some of the works not only aimed at recovering but also improving damaged infrastructure to withstand more frequent weather events. For instance, bridges were built again at higher levels to reduce the impact of future floodings and resist increased levels of saturation of water coming upriver. Nonetheless, it was mentioned that some activities included rehabilitating roads but leaving them unpaved, which did not ensure sustainability and required maintenance over time.

4.3.2 Livestock Farmers project

The resources allocated through this grant enabled assistance to livestock farmers to endure the 2019 drought even though project documents did not establish a results-based framework to be able to assess results at the output and outcome levels. Nonetheless, based on stakeholder consultation during the field visit, it was possible to determine that the expected activities of the project were conducted and that the main objective was achieved.

Interviewees also highlighted that during the implementation phase, the provision of animal silage, and water storage devices and water supply services were activities preferred by beneficiaries. Hence, the preparation and/or clearing of farmland for replanting was not an option selected as initially planned by the project. In fact, farmers' most pressing need was to sustain and secure their livestock through feed (silage and water for pastures). It is important to note that the available PCR does not provide information related to the number of farmers by type of activity proposed nor the distribution of the allocated amounts of the vouchers. Overall, the project's impact is considered to be very high since it allowed farmers to overcome the impact of the drought.

The activities of this project consisted of short-term actions to provide emergency relief following a natural hazard event. Thus, an analysis of the sustainability of this project is not pertinent.

4.3.3 Sugarcane Farmers project

Funds allocated through the loan allowed the GOBZ to assist sugarcane farmers belonging to three farmers' associations in tackling the effects of the drought. According to reviewed documentation, the outcome was to restore sugarcane production to pre-drought levels in northern Belize by reaching 1,300,000 tonnes in 2025, compared to a baseline of 900,000 tonnes in 2020. Mid-term indicators between the end of the project (i.e., 2022) and the target year were not defined. At the output level, the project aimed to support 3,280 farmers by providing planting material and agrochemicals inputs, as well as land clearing and preparation services. In addition, by 2021, it was expected to provide technical advice in climate-smart agriculture and cane agronomy to 1,200 farmers. During the evaluation, the PCR or monitoring reports were not available. Hence, it was not possible to determine the degree of achievement of results at the output and outcome level.

Nonetheless, through consultation with involved stakeholders during the field visit, it was possible to establish that the project helped to mitigate the effects of the drought. Beneficiaries mentioned that the damages to the crops exceeded the assistance provided. In fact, allocated resources per farmer covered only a portion of the required inputs to mitigate the drought, and higher prices of inputs resulted in less amounts available to be applied in crops. Hence, the project allowed farmers to minimise losses but did not increase their revenues. In fact, consulted farmers mentioned that sugarcane production has not been restored to pre-drought levels to this day. Stakeholders highlighted that the project provided farmers with an alternative option to obtain inputs without recourse to loans from financial institutions, which would have created an additional burden.

Similar to the Livestock Farmers project, beneficiaries did not opt for land-clearing services during implementation. Instead, the preferred option was the provision of agrochemicals and planting material. Consulted beneficiaries mentioned that the latter activity was better suited for the necessary short-term activities of salvaging sugarcane crops.

The effects of the project on sustainability are similar to those of the previous project. On one side, one activity of this project consisted of short-term actions to provide emergency relief

following a natural hazard event. The nature of the assistance was intended to mitigate the precise adverse effects of the drought on the crops. It was mentioned during consultations that production levels have not recovered to pre-drought levels. However, the increase in extreme weather events due to climate change has been affecting sugarcane production. On the other side, training in climate-smart agriculture allowed beneficiaries to question certain crop practices (such as depending on rain-fed irrigation) and transition to more resilient ones like dripping irrigation. Hence, the project opened the window to discussing the resilience of sugarcane crops to climate change.

Stakeholders' stories of change: Enhancing Sugarcane Farmers Resilience to Natural Hazard Events

"*I am a sugarcane farmer and I am also member of the Management Committee of the Belize Sugarcane Farmers Association. Well, I would like to give my experience in the project that was carried out in 2019-2020, where they supported us with a problem that we had because of the drought. (…) the sugarcane farmers who were able to participate in it were quite good because it came to provide them with some needs that they could not meet because with the drop in production, the sugarcane farmers no longer had the finances to be able to buy the products they needed to maintain their sugarcane farms.*

So, this project came in and filled those gaps. For those of us who were able to work on it, it was a real benefit because it also helped us to have a different way of thinking about the variety of cane we had to look for, so that it would be resistant to the summer that we were facing at that time. (…) [W]e can say that 90-95% of that project was very good, it was very well accepted by the cane growers, but not only the acceptance but also the benefit it gave to all of us who were able to participate in that project was really an excellent decision, it was very good and it was at a time when the cane growers really needed it".

Focus group with members of the Belize Sugarcane Farmers Association, January 25, 2024, Orange Walk, Belize

5 Contribution claims and general conclusions

The three projects covered under this case study are recovery projects. The contribution claim analysis was then established based on the following aspects. Firstly, the projects include short-term activities aiming at providing assistance post-crisis. In two of the projects, results-based frameworks were not established during the design phases. Consequently, the evaluation team established outputs and outcomes based on the objectives and expected results to draft the theories of change presented in Section 3. Secondly, monitoring data and final reports were not available at the time of evaluation or did not include data on results at the outcome level.

In general, the intended outcomes were achieved, and **the SDF-financed projects were one of the factors contributing to achieving these outcomes**. In fact, the projects did not happen in isolation, as detailed below.

- The Hurricane Earl project financed a portion of the rehabilitation works after the natural hazard affected different regions in Belize. The SDF 8 intervention provided the necessary resources to fund the clearing and reconstruction of roads and to build better infrastructure resistant to future natural hazard events, such as higher bridges. Nevertheless, another portion of the work allowing the restoration of services to critical facilities and transportation links was financed by the GOBZ.
- The Livestock and Sugarcane Farmers projects managed to assist farmers impacted by the drought in sustaining their production of cattle and sugarcane, respectively, through providing inputs, services, and supplies. SDF 9 interventions came as complimentary assistance to recover from the crisis, alongside the GOBZ funding. Also, different actors, such as the Sugar Industry Research & Development Institute, undertook initiatives to inform farmers about the importance of using different cane varieties that are more resistant to drought or about alternative irrigation methods.
- In general, for the three analysed interventions, the project design, and subsequently the implementation, is based on an emergency approach that focuses on short-term activities. A comprehensive approach to emergency relief that includes the different phases of disaster management (i.e., readiness, response, and recovery, mitigation, and learning) is lacking. In fact, based on the selected projects, the response phase is covered by SDF interventions. However, the pre- and post-disaster phases are not fully included in the project's design. The Sugarcane Farmers project included a component on technical assistance in climate-smart agricultural practices, which would benefit farmers in increasing their preparedness for future events. However, the lack of information does not allow the assessment of this component's completion level. In general, SDF emergency projects should clearly define and include preparedness activities for future natural hazard events.

Overall, SDF interventions allowed Belize to respond to the adverse effects of natural hazards and to start building resilience to face a changing climate that will entail more frequent extreme weather events.

Appendix A Key project information and analysis of the achievement of intended goals

National Disaster Management – Immediate Response – Hurricane Earl: Immediate Response Loan and Use of Funds (Consultancy Services) – Hurricane Earl – Belize	1
Short description of the project	On August 8, 2016, the Caribbean Development Bank (CDB) received a request from GOBZ for an Immediate Response Loan for the cleaning and clearing of debris in the affected areas and the restoration of essential services damaged by the event of August 4, 2016
Objectives	In keeping with the purpose for which an IRL is designed, the project assisted GOBZ in financing the cost of clearing and cleaning debris in the affected areas and the emergency restoration of services in the aftermath of Hurricane Earl. Technical assistance was also provided to perform technical inspections and certify expenditure for goods and services utilised for the project
SDF cycle	8
Main SDF strategic theme	CDB's Strategic Objective: Promoting broad-based economic growth and inclusive social development. CDB's Corporate Priority: Strengthen and modernise social and economic infrastructure.
Instrument	Loan
Project sector	Natural Disaster Management
Geographical scope	Belize and specific areas affected by Hurricane Earl: San Pedro, Caye Caulker, Belize City, Ladyville, Belize River Valley, Orange Walk, Belmopan, Cayo District and other affected areas.
Intended beneficiaries	The Government of Belize (GOBZ) Population in the areas affected by Hurricane Earl: San Pedro, Caye Caulker, Belize City, Ladyville, Belize River Valley, Orange Walk, Belmopan, Cayo District and other affected areas.
Executing agency (client)	Ministry of Works, Transport and the National Emergency Management Organization (MWTN)
Financing	CDB (SDF): USD750,000 CDB (SDF-U UOF): USD20,000 Counterpart resources: USD560,000 Total: USD770,000
Disbursement	Total disbursed to date
Start date	2016
End date	2017

Enhancing Sugarcane Farmers' Resilience to Natural Hazard Events	2
Short description of the project	The purpose for which the Loan is being made is to assist Belize in financing the implementation of a Drought Recovery Scheme (DRS) to facilitate the provision, through a specially designed voucher programme, of inputs (planting material and agrochemicals) and services (land clearing and preparation) to sugarcane farmers in northern Belize impacted by the 2019 drought
Objectives	Improve the capacity of sugarcane farmers in northern Belize to restore production following the impact of the 2019 drought
SDF cycle	9
Main SDF strategic theme	CDB's Special Development Fund (SDF) 9 Strategic Theme "Supporting the achievement of SDG targets relevant to the Caribbean and promoting regional cooperation"
Instrument	Loan
Project Sector	Technical assistance policy and strategy Agriculture policy and strategy
Geographical scope	Northern Belize
Intended beneficiaries	Belize and its northern sugarcane farmers affected by the drought in 2019, especially in Orange Walk and Corozal
Executing agency (client)	Ministry of Food, Agriculture and Immigration (MFAI)
Financing	CDB (SDF): USD1,013,000 Counterpart: USD176,000 Total: USD1,189,000
Disbursement	Total disbursed to date*
Start date	2020
End date	December 2021**

*Based on information gathered during the evaluation's field visit conducted in January 2024. Project Completion Report (PCR) was not available at the time of the evaluation.

**Planned date as per the Loan Agreement. PCR was not available at the time of the evaluation.

Disaster Management Emergency Relief Grant: Drought (2019) Belize	3
Short description of the project	The purpose of the grant is to assist Belize in financing the provision of emergency relief supplies and services required by the impact of the ongoing 2019 drought
Objectives	Provide emergency relief supplies and services to small farmers during the 2019 drought in Belize
SDF cycle	9
Main SDF strategic theme	Caribbean Development Bank (CDB)'s Strategic Objective: Supporting Inclusive and Sustainable Growth and Development
Instrument	Grant
Project sector	Reconstruction, Relief and Rehabilitation
Geographical scope	Belize, especially the Belize, Cayo, Corozal and Orange Walk districts
Intended beneficiaries	Belize and its small livestock farmers affected by the 2019 drought
Executing agency (client)	Ministry of Agriculture, Food Security and Enterprise (MAFSE)
Financing	CDB: USD200,000
Disbursement	Total disbursed to date
Start date	September 2019
End date	December 2020

Appendix B List of interviews

Function and institution	Name
Financial Secretary – Ministry of Finance, Economic Development and Investment	Joseph Waight
Chief Executive Officer – Ministry of Finance, Economic Development and Investment	Osmond Martinez
Technical Officer – Ministry of Infrastructure, Development & Housing	Mr Gilharry
Chief Engineer – Ministry of Infrastructure, Development & Housing	Evondale Moody
Technical Team – Ministry of Agriculture, Food Security, and Enterprise	José Novelo
Technical Team – Ministry of Agriculture, Food Security, and Enterprise	Belarmino Esquivel
Chief Executive Officer – Ministry of Agriculture, Food Security, and Enterprise	Servulo Baeza
National Emergency Coordinator – National Emergency Management Organization	Daniel Mendez
Executive Director – Sugar Industry Research & Development Institute	Marcos Osorio
Director – Sugar Industry Research & Development Institute	Leticia Westby
Administrator/Accountant – Sugar Industry Research & Development Institute	Lorena Posada
Manager Zone 1 – Progressive Sugar Cane Producers' Association	Josué Cajun
Technical Team – Progressive Sugar Cane Producers' Association	Jihane Cawieh
Technical Team – Progressive Sugar Cane Producers' Association	Mauricio García
Chairman/Committee of Management – Belize Sugar Cane Farmers' Association	Elvis Garcia
Chairman Orange Walk Division – Belize Sugar Cane Farmers' Association	Bancasio Bol
Sugarcane Farmers – Belize Sugar Cane Farmers' Association	Focus group with nine farmers' representatives
Orange Walk Livestock Farmer representative	Johan Wall
Engineering Consultant – CDB external consultant Hurricane Ear Immediate Response Loan	Lucien Chung

Appendix C References

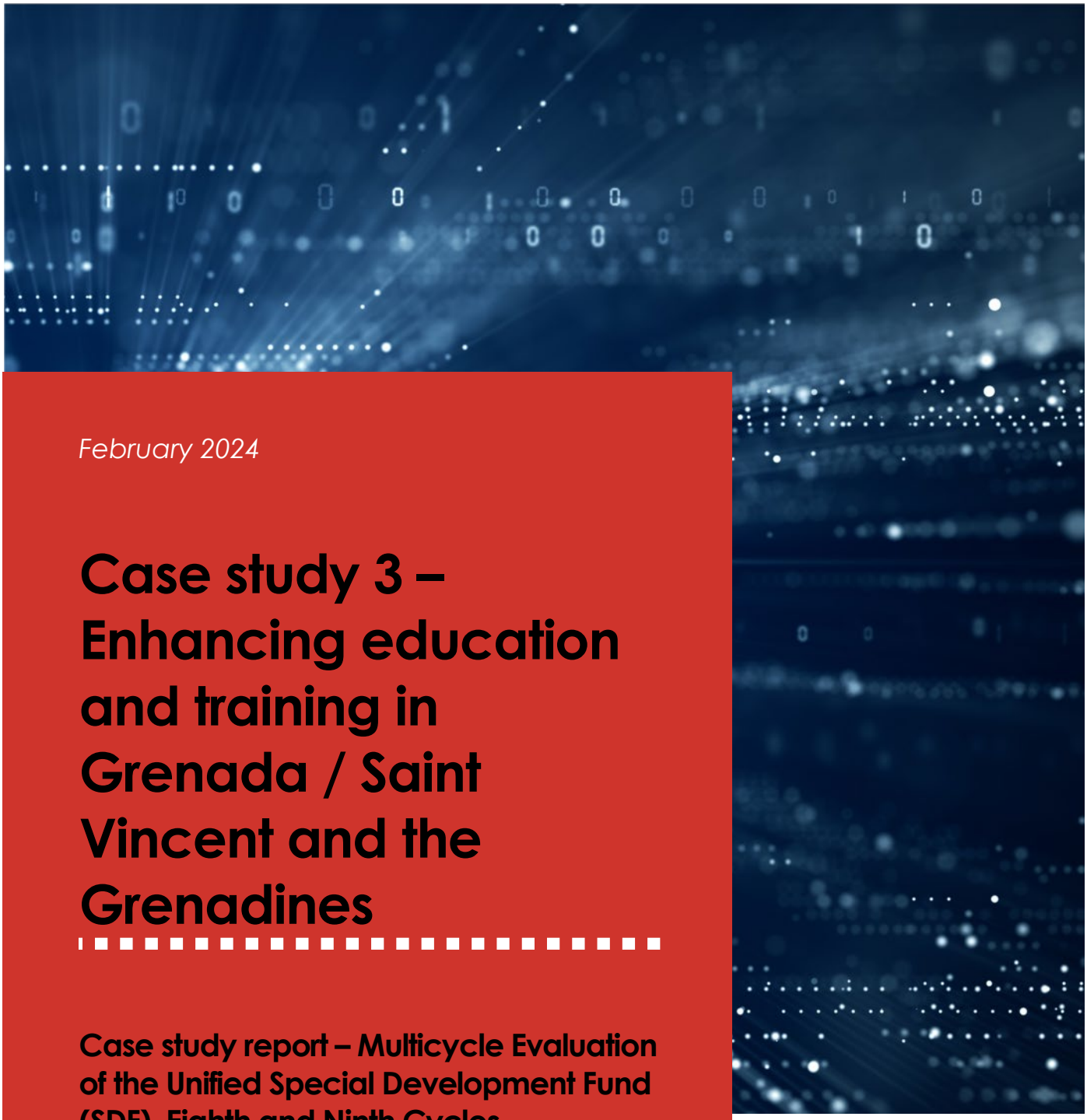
- Project documentation approved by the board of directors from the Caribbean Development Bank
  - Notification Of Approval By The President – Natural Disaster Management – Immediate Response Loan And Use Of Funds (Consultancy Services) – Hurricane Earl – Belize (Paper BD 116/16),
  - Notification Of Approval By the Board of Directors – Technical assistance development of an irrigation and drainage master plan for the agriculture sector – Belize (Paper BD 34/13), May 2013
  - Loan agreement between the Caribbean Development Bank and Belize – Enhancing Sugarcane Farmers Resilience to Natural Hazard Events, July 2020
  - Notification Of Approval By The President Of A Grant – Disaster Management Emergency Relief Grant: Drought (2019) – Belize (BD 115/19)

- Progress or final reports
  - Back to Office Report, Supervision of Technical Assistance Project, Development of an Irrigation and Drainage Master Plan for Belize, Caribbean Development Bank, 2012
  - Back to Office Report, Supervision of Technical Assistance Project, Development of an Irrigation and Drainage Master Plan for Belize, Caribbean Development Bank, 2013
  - Project Completion Report, Disaster Management Emergency Relief Grant: Drought (2019) – Belize, Caribbean Development Bank, December 2019

- Other relevant documents:
  - Disaster Management Strategy and Operational Guidelines (DiMSOG), Caribbean Development Bank, 2009
  - Independent Evaluation Report Recommendations DiMSOG 2009–2018, Caribbean Development Bank, 2018
  - Disaster Management Strategy and Operational Guidelines (DiMSOG), Caribbean Development Bank, 2021
  - National Climate Change Office. 2021. Fourth National Communication, Belmopan City: Government of Belize
  - Ismael Fabro and Juan R. Rancharan, National Environmental Summary Belize 2011, United Nations Environmental Programme/Regional Office for Latin America and the Caribbean.
  - Mid-Term Review Of The Eight Cycle Of The Special Development Fund (Unified), Caribbean Development Bank, 2015
  - Mid-Term Review Of The Ninth Cycle Of The Special Development Fund (Unified), Caribbean Development Bank, 2019
  - SDF Discussion Paper: SDF 10 Replenishment Negotiations: Themes, Issues and Timeline December 2019
  - Climate Resilience Strategy 2012–2017, Caribbean Development Bank, July 2012
  - Belize Country Strategy Paper 2016–2020, Caribbean Development Bank, October 2016

- Initial Damage Assessment Report, National Emergency Management Organization, Damage Assessment and Needs Analysis (DANA) Committee, September 2016

technopolis group



February 2024

Case study 3 – Enhancing education and training in Grenada / Saint Vincent and the Grenadines

Case study report – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

Version 1

February 2024

Case study 3 – Enhancing education and training in Grenada / Saint Vincent and the Grenadines

Case study report – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

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Acronyms

BC	Bishop's College
BMCs	Borrowing Member Countries
BNTF	Basic Needs Trust Fund
CBET	Competency-Based Education and Training
CDB	Caribbean Development Bank
CRVA	Climate Risk and Vulnerability Assessments
CSEC	Caribbean Secondary Education Certificate
CVQ	Caribbean Vocational Qualification
DESDP	Department of Economic, Sustainable development and Planning
ECJBTE	Eastern Caribbean Joint Board of Teacher Education
EE	Energy efficiency
EMIS	Education Management Information System
EPDC	Education Policy and Data Center
ETPS	Education and Training Policy and Strategy
GBV	Gender-Based Violence
GCA	Grenada Christian Academy
GEPOS	Gender Equality Policy and Operational Strategy
GOGR	Government of Grenada
GOSVG	Government of Saint Vincent and the Grenadines
GPE	Global Partnership for Education
ICT	Information and Communication Technology
MOEHRDRA	Ministry of Education, Human Resource Development, Religious Affairs and Information
OCR	Ordinary Capital Resources
OECS	Organisation of Eastern Caribbean States
PC	Project Coordinator
PCU	Project Coordinating Unit
PE	Project Engineer
PWD	Persons with disabilities
SAC	Sector Advisory Committees
SEN	Special educational needs
SIP	School Improvement Project
TVET	Technical and Vocational Education and Training

Executive Summary

This case study focuses on the **support granted Grenada and Saint Vincent and the Grenadines (SVG)** in improving **the quality of education**. In the case of Grenada, the focus is to support primary and secondary education by (a) providing infrastructure and equipment (construction and rehabilitation of Grenadian schools) and (b) strengthening the skills of both teaching and administrative teams. As for SVG, the projects aim to provide a high-quality, relevant and gender-responsive Technical and Vocational Education and Training (TVET) system and to enhance infrastructure.

The key findings regarding these projects are the following:

- **On relevance:** The projects are relevant and support national strategies for developing and strengthening the quality of education in both Grenada and SVG. This sector is a development priority for both countries, and the projects have responded to important needs in the sector: improving infrastructures for primary and secondary education, strengthening the skills of administrative and teaching teams, developing TVET, etc.
- **On implementation and monitoring:** Projects have now reached a satisfactory level of completion, but there are still significant delays. These delays are either structural (insufficient capacity of local authorities to implement large-scale projects, operational setbacks, procurement issues, etc.) or cyclical, with two major events during the evaluation period (the COVID-19 pandemic and a volcanic eruption in SVG).
- **On achievements of intended outputs and outcomes:** the analysis of the effectiveness of the projects is limited by a lack of project information from both the Caribbean Development Bank (CDB) and the local authorities, as well as a dearth of data on outcome-level changes.

  Still, investigations show that the planned activities have been implemented (completion of construction, equipment and bus acquisition, training, policy formulation, etc.). As far as outcomes are concerned, during the visits and interviews, it was possible to observe changes in the beneficiaries due to the use of the infrastructure and participation in the programmes. It was highlighted how, thanks to CDB support, vocational-technical education in SVG has been significantly strengthened in the country. According to the interviews, CDB was the first to invest in this area, and its support was crucial in shaping the TVET sector, leveraging resources from other donors and consolidating efforts to make it possible for the country to be an example of TVET in the Region. In Grenada, significant progress has been made in reaching several measurable targets in educational coverage for basic and secondary education. This performance is obviously, first and foremost, due to the investment of the Government of Grenada (GOGR) in education. Nevertheless, international development partners such as the CDB have contributed to these outcomes (SDF 8 and 9 support 10% of the primary schools of Grenada).
- **On the contribution of SDF 8 and 9:** In the two countries covered by this case study, the intended outcomes have the potential to be achieved thanks to the contribution of the SDF-financed interventions. However, given the existing delays in project implementation, these outcomes have not yet been fully achieved.

Based on this analysis, some lessons learned can be highlighted:

- The relevance of the projects lies in their strong alignment with national priorities. Education is a priority sector for both governments. Project relevance is also reflected in the fact that it is based on the identification and inventory of primary and secondary school needs

carried out by the ministry as part of its policy to support school infrastructure and equipment.

- Although anticipated by the project in its ex-ante risk assessment and mitigation plan, the question of project implementation capacity proved crucial. Today, there are significant delays in implementing activities (notably school construction and rehabilitation), partly due to insufficient institutional capacity to implement ambitious and complex projects.
- Monitoring and evaluation is a weakness in the projects. Monitoring frameworks have been designed in the project documentation but are not sufficiently filled in to inform the outputs and outcomes of the projects.

1 Introduction

This case study focuses on the **support to Grenada and Saint Vincent and the Grenadines (SVG) to improve the quality of education**. In the case of Grenada, the focus is to support primary and secondary education by (a) providing infrastructure and equipment (construction and rehabilitation of Grenadian schools), and (b) strengthening the skills of both teaching and administrative teams. As for SVG, the projects aim to provide a high-quality, relevant and gender-responsive Technical and Vocational Education and Training (TVET) system and to enhance infrastructure.

This case study has been **selected to analyse the extent to which SDF 8 and 9 contributed to their intended outcomes of providing high-quality, relevant, and gender-responsive education.**

The selection is based on the following criteria: a) covering both SDF 8 and 9; b) size of the budget (education is a major sector for SDF 8 and 9 with more than USD110 million allocated, and within this sector, the projects funded in Grenada and SVG appear to be representative of average project budgets); c) thematic related to education (primary education, TVET, infrastructure, quality of training, level of training) and; d) availability of documentation (based on what we could review thus far). Based on the established criteria, the evaluation team selected eight projects for in-depth analysis covering different types of assistance from CDB to the GOGR and the Government of Saint Vincent and the Grenadines (GOSVG) to restore and upgrade educational infrastructure, as well as institutional strengthening and capacity-building for the education sector.

The case study was conducted based on (a) a review of the strategic and project documentation available;[1] (b) field visits to Grenada and SVG during January 2024; (c) qualitative interviews with government representatives from Grenada and SVG, implementing partners of the projects, stakeholders involved in the projects, and beneficiaries[1] and; d) review of the projects' monitoring data and reports, when available.

The main methodological limitation faced in conducting this case study was the lack of comprehensive data on results for some of the projects. Only two projects provided completion reports. However, there was no information on outcome-level data since the projects did not include results-based frameworks. For the other project, the evaluators could only review the approval documents. This limitation is particularly relevant to outcome-level data, which were extremely limited in the documentation, making it difficult to gather evidence to analyse outcomes and the contribution of the SDF to these outcomes. Nonetheless, gaps in outcome data were filled, to the greatest extent possible, with information gathered during the field visit.

[1] See Appendix B for the list of the interviewees.

2 Overview of the case study

2.1 General context of the case study

Grenada and SVG, both members of the Organisation of Eastern Caribbean States (OECS), share a commitment to fostering economic growth, social inclusion, and environmental protection within the Region. Through the OECS, these nations collaborate closely to address mutual challenges and pursue shared developmental objectives such as increasing competitiveness, fostering productivity growth, poverty reduction, and addressing disparities in health, education, and social outcomes. By analysing these countries together, we gain valuable insights into the effectiveness of SDF 8 and 9 in a regional scope.

Grenada

Grenada is the second smallest independent country in the Western Hemisphere. Due to its size, openness, dependence on tourism and vulnerability to climate change, the state is susceptible to external shocks. Consequently, between 2013 and 2020 (SDF 8 and 9), Grenada was severely affected by adverse external events:

- Grenada has faced **a series of natural disasters** in the past few years, notably hurricanes. In 2004 and 2005, the country was severely affected by Hurricanes Ivan and Emily. A decade later, many damaged schools still need to be restored/rehabilitated. As a result, 11 schools were still occupying temporary structures in 2015.[2]
- **The COVID-19 pandemic** threatened the economic expansion and changed the outlook for Grenada. Economic output plunged by 11.2% in 2020 after seven consecutive years of growth.[3]
- More broadly, **the global economic and financial crisis** in 2008–2009 weakened the state and the public finances. As a result, in 2014, the GOGR commenced a three-year structural adjustment programme aimed at restoring fiscal and debt sustainability.

More specifically, as far as education is concerned, as recalled in the Grenada Education Enhancement Project (GEEP) project documentation, the main issues and challenges for the GOGR are (a) inadequate school infrastructure, (b) the need to strengthen the quality of the teaching-learning process, (c) sub-optimal and inefficient school maintenance, (d) sub-optimal provision for learners with special educational needs (SEN), low-performing learners, and persons with disabilities (PWD) and, (e) inadequate curriculum offerings and uptake in available subjects, and limited capacity for learning continuity.

[2] Grenada Education Enhancement Project – Phase I – Grenada, Notification of Approval by the Board of Directors, December 10, 2015.

[3] Grenada Economic Review 2020, Caribbean Development Bank.

Saint Vincent and the Grenadines

SVG is a small, open, middle-income economy with limited economic diversification. The economy is predominantly service-oriented, with small-scale, private-sector businesses being the main employers. Since 2014, SVG has undergone deterioration in external finances, weaker public debt ratios, and current account deficits due to imports for disaster reconstruction and the new Argyle airport. Moreover, SVG's size, vulnerability, high input costs, inadequate training and lack of specialist skills are among several factors contributing to disadvantages in scale economies and price competitiveness, creating barriers to private-sector expansion.

Sluggish economic activity has negatively affected employment generation and poverty remains high. The 2012 population census revealed unemployment at a national average of 21.5%. There exists a gender gap in labour market participation; in 2012, women's participation was 56.1%, while men's was 70.2%.

Given the strong correlation between education with access to decent work and poverty, performance in the education sector is worrying. With expected years of schooling of around 13.4 years, low levels of post-secondary skills/education certification among labour force participants persist.

GOSVG has prioritised providing transformative quality education for the population and continues its efforts to redress disparities in equitable access to resources across the sector. It seeks to improve quality education considering the differential needs of male and female students, including the poor, vulnerable, marginalised and at-risk population cohorts, and persons with varying levels of disabilities across the archipelago.

One of the primary obstacles to delivering quality education entails meeting the growing demands placed on physical learning spaces. A significant share of schools across SVG are grappling with episodes of vandalism and destruction of various aspects of school property. The infrastructure of primary and secondary schools also needs to adapt to meet the demands of 21st-century learning requirements and standards.

However, it is important to remark that there is a strong and sustained policy to support education in SVG. The country has the highest expenditure for the education sector in the Region. The allocation for education as a percentage of GOSVG's annual budget is, on average, 21%.

The CDB, national and regional policy or framework relevant to the projects

As CDB's primary goals are to reduce poverty and promote sustainable development, education is a strategic sector, as it is a critical enabler of social and economic development and the foundation for human capital formation.

The CDB strategy related to education was developed in 2004 as the Bank **launched its Education and Training Policy and Strategy (ETPS)** to improve the quality of education in Borrowing Member Countries (BMCs). For this purpose, four broad, cross-cutting themes have been defined: (a) increasing and broadening equitable access and participation; (b) improving efficiency and effectiveness; (c) strengthening institutional capacity, and; (d) enhancing technological capacity.

In **2017**, CDB conducted a review of the ETPS and launched **a new Education and Training Policy and Strategy** to consider the challenges CDB's BMCs continue to face and the issues on which the Bank must focus as it responds to these challenges. Based on these challenges, the strategy defines three main objectives:

- Development of education and training systems which provide for equitable access and participation across all levels of the system;
- Enhanced efficiency, relevance and effectiveness of education and training to create systems which are responsive to national, regional and global labour markets; and
- Strengthened capacity to reform and manage education systems to enhance student outcomes.

This review allowed relevant factors and issues for education to be highlighted, including the opportunities provided by 21st-century technology, the reduction in official development assistance, and the impact of natural disasters on the capacity of BMCs in general and the sector in particular. For example, Grenada was severely affected by Hurricanes Ivan and Emily in 2004 and 2005, respectively. Its education and training infrastructure was particularly devastated to the point that in 2016, when the GEEP project was launched, this infrastructure had still not been fully restored.

The CDB has had a decades-long involvement in Grenada, with approvals over the period 1970–2013 totalling USD236.8 million, representing 5.6 per cent (%) of total approvals to its Borrowing Member Countries (BMCs). Lending had primarily supported the development of economic infrastructure.[4] Over the evaluation period, the SDF portfolio in Grenada amounted to USD51.4 million. The value of the four projects on education covered in this case study totals USD12.6 million, almost one-fourth (24.5%) of the entire allocation to Grenada (see Appendix C for SDF portfolio analysis).

The SDF portfolio in SVG totals USD63.14 million, spread across 22 loans spanning both funding cycles. Of this amount, 62% was allocated in SDF 9, with the remaining 38% in SDF 8. The project receiving the largest investment is the Coronavirus Disease 2019 Emergency Response Support Loan, followed by the NDM Disaster Risk Reduction and Climate Change Adaptation, with a loan of approximately USD11 million.

2.2 SDF-financed sub-projects covered in the case study

Table 1 presents the main characteristics of the SDF-financed projects included in this case study—namely, eight education projects in Grenada and SVG, supported under SDF 8 (five projects) and SDF 9 (three projects). The status of all projects is open.

The selection is based on the following criteria: (a) covering both SDF 8 and 9; (b) size of budget (education is a major sector for SDF8 and 9 with more than USD110 million allocated and within this sector, the projects funded in Grenada and SVG appear to be representative of average project budgets); (c) thematic related to education (primary education, TVET, infrastructure, quality of training, level of training) and; (d) availability of documentation (based on what we could review thus far).

[4] Grenada Education Enhancement Project Phase I Grenada, Notification of Approval by the Board of Directors, December 10, 2015

Table 1 Projects of the case study

Country	Name	SDF cycle	Project objective	Components[5]	Type	Net approved from SDF (US$)	Total CDB funding (USD$)
Grenada	Grenada Education Enhancement Project–Phase 1 (GEEP 1)	8	Improve the quality of basic education in Grenada	Enhancing the Learning Environment	Loan	3,401,000	15 000 000
				Enhancing quality, relevance and instructional effectiveness			
				Enhancing Sector Planning and Management Capacity			
				Enhancing School Community Relationships	Grant	401,000	401 000
				Technical Assistance			
				Project Management			
Grenada	Grenada Education Enhancement Project – Phase II (GEEP 2)[6]	8	Improve the quality of basic education in Grenada	Land	Loan	9000000	16344000
				Infrastructure works			
				Engineering and construction-related services			
Grenada	Grenada Education Enhancement Project – Phase II	9		Capacity-building	Grant	9 200 000	9 200 000
				Project Management			

[5] For more information about components, see Appendix D.

[6] At the end of 2023, the GOGR requested an additional loan to remedy the anticipated shortfall in financing for infrastructural works and goods from the Original Loan, expand coverage for goods to GEEP I schools, and construct the SDRCS, now that designs have been completed. As a result of this request, the scope and the amount of the project has been reviewed: the total estimated project cost has increased from USD19,455,700 to USD62,730,600. It is anticipated that more schools will be involved in reconstruction, equipment and furniture acquisition and the like in the coming years.

SVG	Technical And Vocational Education Training Development	8	High-quality, relevant and gender-responsive TVET system	Strengthening the institutional framework for coordination and management of TVET	Loan	7317000	7317000
				Enhancing the learning environment for expanded and improved TVET delivery			
				Capacity-building for an enhanced and sustainable TVET system			
SVG	Technical And Vocational Education Training Development	8		Enhancement of PLAR System	Grant	330000	330000
				Improved access to vocational training for unemployed/out-of-school/"at risk" youth and adults			
SVG	Schools Improvement Project – Phase I	9	Enhanced quality, relevance and equity of basic education in SVG	Land	Loan	7,000,000	13549000
				Infrastructure works			
				Institutional strengthening			
SVG	Schools Improvement Project – Phase I	9		Engineering and construction-related services	Grant	15,000	15000
				Goods			
				Capacity-building			
				Project management			

2.3 The developmental challenge addressed and proposed solutions

Grenada

The direct beneficiaries of this project are the education administrators responsible for planning and managing education activities in the country: the Ministry of Education, Human Resource Development, Religious Affairs and Information (MOEHRDRA) in Grenada, education institutions supported by the projects, with either hard work (infrastructures for construction and rehabilitation) or soft work (training for teachers, principals, deputy principals and teacher educators). Ultimately, the final beneficiaries are the students of primary and secondary schools since the projects are designed to lead to a better education system for the country with improved learning outcomes over time. In Grenada, the government faces two development challenges regarding education: (a) restoring and upgrading physical infrastructure and (b) institutional strengthening and capacity-building. SDF 8 and 9 therefore financed two subsequent projects: GEEP 1 and GEEP 2.

In 2001, the GOGR developed a framework (SPEED 2001–2010) for developing the education sector in Grenada, Carriacou and Petit Martinique. Emphasis was placed on improving educational outcomes and attainment, mainly through enhancing instructional quality and education services. However, following the passage of hurricanes in 2004 and 2005 and the almost total destruction of education infrastructure, GOGR was forced to redefine its strategic priorities to address this new challenge. A revised plan, SPEED II, 2006–2015, has shifted the major focus to restoring physical infrastructure.

GEEP 1 therefore focused on the restoration of school infrastructures, whereas GEEP 2 focused on improving training and teaching and upgrading infrastructure quality.

Saint Vincent and the Grenadines

In SVG, access, quality, relevance, and institutional capacity challenges in the education sector, particularly TVET education, are the primary development objectives of the selected projects. The proposed interventions around infrastructure, curriculum, training, and coordination systems aim to directly strengthen those elements to address the underlying gaps to meet education and economic goals.

The educational projects supported by the SDF are designed to benefit a wide range of stakeholders. Students attending technical and vocational education institutes are at the forefront, where infrastructure upgrades and the provision of advanced training equipment and materials can improve their learning environments. These improvements not only enhance the educational experience but also can contribute to equipping students with the necessary skills. Additionally, secondary school students can reap the rewards of upgraded classroom buildings, sanitation facilities, workshops, and other physical infrastructure, fostering a conducive learning environment.

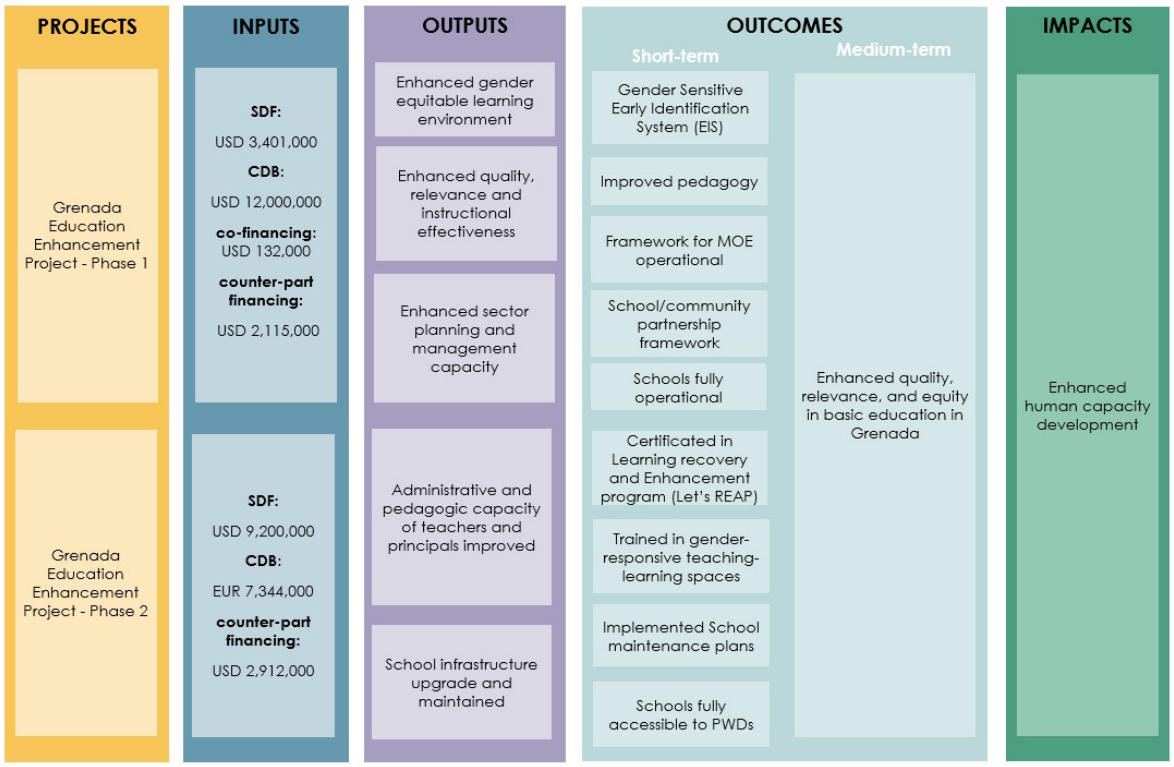
Furthermore, teachers and administrators are another category of beneficiaries as ad hoc training programmes aimed at enhancing their capacities in new technical curricula, educational technologies, and management systems such as the TVET Education Management Information System (EMIS) platform will be implemented. This investment in professional development will not only elevate the quality of instruction but also empower educators to adapt to evolving educational challenges.

3 Theory of Change of the projects

3.1 Intended inputs, activities, and results

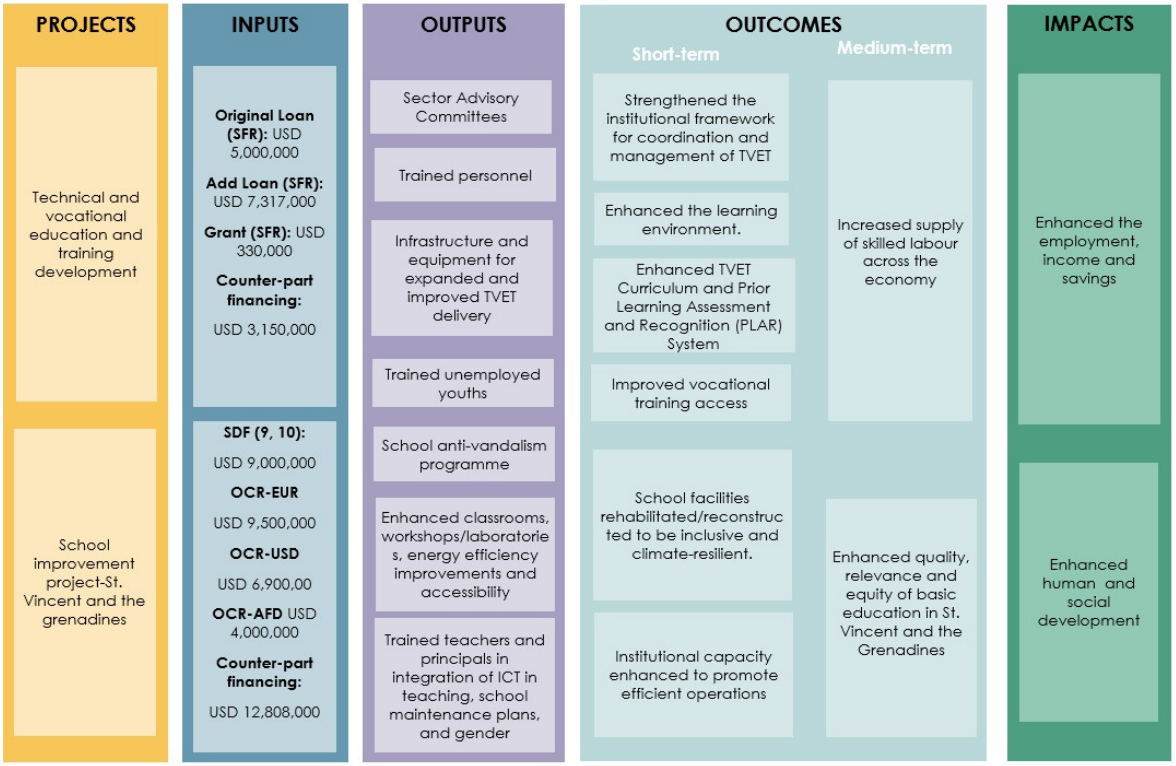
Figure 1 represents the theory of change for GEEP Projects (GEEP I, GEEP II: initial and updated scopes and loans) and SVG projects (TVET and School Improvement Project (SIP)) and provides details on the inputs, outputs and expected outcomes and impacts of those interventions.

Figure 1 Visual representation of the Theory of Change of Grenada: GEEP I, II



Source: Evaluation team based on collected primary and secondary data.

Figure 2 Visual representation of the Theory of Change for SVG projects (TVET and SIP)



Source: Evaluation team based on collected primary and secondary data.

The official documents of the projects included a risk assessment and mitigation plan (see Appendix F).

4 Case analysis and lessons learned

4.1 Analysis of project design and relevance

The projects in Grenada and SVG are **strategically aligned with the respective countries' education priorities** and development plans, addressing key challenges in the education sector and focusing on enhancing technical and vocational skills, improving infrastructure, and promoting inclusive and sustainable growth.

The GEEP projects are very well aligned with the strategy of the Ministry of Education in Grenada. As recalled in the GEEP presentation to the CDB Board in 2015, the education sector in Grenada has received **strong political, economic and social support over the last decade:** "Recurrent expenditure on education as a percentage of total expenditure is among the highest in the OECS". Due to the country's young population, improving basic education is the GOGR's main focus (accounting for 62% of all education spending in 2013). This involvement has remained strong over the years. In 2020, GOGR still made significant investments in education, with an average annual expenditure of 6% of Gross Domestic Product (GDP) on education compared to 3.9% for other OECS member countries and annual recurrent expenditure averaging 15% of the national budget (See 2020 GEEP II document project).

Over the evaluation period, education development in Grenada is informed by the Strategic Plan for Educational Enhancement and Development − 2006–2015 (SPEED II) (see above), the MOEHRDRA's Corporate Plan, as well as the OECS Education Sector Strategy 2012–21 and the CARICOM Human Resource Development (HRD) 2030 Strategy. More specifically, the projects (especially GEEP I) align with the high priority the GOGR places on continuing the restoration of infrastructure devastated by the major hurricanes of 2004 and 2005.

The GEEP projects also align with SDF 8 and 9's core themes of inclusive and sustainable growth.

In the case of SVG, **supported projects are well aligned with the country's development priorities and needs**. The projects are focused on improving technical/vocational skills and education infrastructure, which are national priorities as reflected by the national and regional education sector plans and strategies, including the National Economic and Social Development Plan 2013–2025 (NESDP), the revised CARICOM TVET Strategy for Workforce Development and Economic Competitiveness and the OESS (2012–2021). The projects are aligned with the CDB's Education Policy and Strategy and are part of the Bank's programme of assistance as outlined in its Country Strategic Plan (2013–2016). They are also in line with one of the CDB's strategic objectives, which is to support inclusive and sustainable growth and development.

During the interviews, it was highlighted how **the projects are highly relevant to the country as they respond to challenges in the education sector**, such as constraints on access to TVET programmes, low quality of TVET provision, programmes not meeting labour market needs, and incomplete TVET policy frameworks. Regarding infrastructure enhancement, the projects are solving critical needs and priorities, such as inclusive educational environments, accommodating expansion/diversification of programmes, disaster resilience and consideration of health/safety guidelines.

The interviews conducted as part of this case study show that the various beneficiaries were responsible for co-defining the project's orientations and components:

- At the level of the overall project, the MOEHRDRA is the central player. The national strategy for supporting infrastructure and equipment in the country's primary and secondary schools is the basis for identifying the schools that will benefit from project

funding. The allocation of funds is based on this strategy, which incorporates several criteria to balance support (primary/secondary distribution, condition of existing buildings, new needs, geographical distribution, etc.).

- At the level of each project, schools were consulted to define the projects to be financed and to define their specificities regarding their needs. As such, they are involved by the ministry in defining pre-construction studies.
- Within each school, the involvement of teachers and parents in defining projects varies according to the internal management of the school.

In SVG, the **schools and technical institutes were selected** based on **MOEHRDRA assessments of needs and conditions**. Scope and costs were developed together with the MOEHRDRA, indicating efforts to match projects to the needs of beneficiaries. According to the interviews, there was a collaboration with MOEHRDRA and schools to prioritise rehabilitations within the available budget cap to define the project scope. This is evidence of **stakeholder alignment**.

For infrastructure works, key design aspects reflect and effort to **address key needs and priorities** such as better educational environments, inclusion, focusing on schools most in need, accommodating programme expansion/diversification, disaster resilience, health/safety, stakeholder engagement, minimising disruption and COVID-19 protocols.

Box 1 Lessons learned

- The relevance of the projects lies in their strong alignment with national priorities. Education is a priority sector for the GOGR (with substantial investments in the sector), and the CDB/SDF provides support.
- The relevance of the project also lies in the fact that it is based on the identification of primary and secondary school needs carried out by MOEHRDRA as part of its policy to support school infrastructure and equipment.
- The relevance of the projects also lies in the efforts made by MOEHRDRA to mobilise schools and ensure their involvement in project design.

4.2 Analysis of implementation and monitoring

Project implementation in Grenada and SVG has experienced significant delays, with activities expected to be completed in 2024. Delay factors include institutional challenges, operational setbacks, procurement issues, emergency issues such as the volcanic eruption in SVG and disruptions caused by the COVID-19 pandemic.

The implementation of the two GEEP projects in Grenada is experiencing significant delays. All the planned activities for GEEP I are likely to be completed by 2024 (this is an important milestone, but it comes nine years after the project was approved). At the time of writing, the GEEP II project is estimated to be at least 30 months behind schedule.

These delays have several explanations, including:

- The **COVID-19 pandemic**.
- **Institutional explanations**: Low capacities within the ministry and schools (see below) reinforced by turnover within the ministry (several changes of permanent secretaries and project coordinators that have generated some slippage in the efficiency of project management, as evidenced by the delayed submissions to CDB for civil works

components) and delays due to the CDB (turnover of CDB staff, long response times for non-objection opinions, etc.)

- **Operational explanations**: Delays to the start of construction of a school due to an issue of land acquisition, which have now been resolved; procurement delays due to the requirement that the projects have to apply the CDB procurement rules; construction of the four schools has been postponed due to a delay in the completion of design services for these schools. Final designs, funded under GEEP I, were delayed as a result of protracted stakeholder engagements that resulted in modified and expanded scopes of designs for some schools to better meet user requirements along with ensuring that designs reflect considerations presented in the CDB-financed Climate Risk and Vulnerability Assessments (CRVA) for GEEP II schools. The delays in infrastructural works have necessarily contributed to delays in the procurement of furniture and equipment for project schools.

Both projects have faced **timeline delays** in SVG compared to the original plans. The TVET project is approximately three years behind the revised implementation schedule, with a new terminal disbursement date of March 31, 2024. In the case of the School Improvement Project (SIP), implementation has been slower than anticipated.

The main drivers of delays in the TVET project were multifaceted. Firstly, infrastructure works encountered setbacks related to shipping delays, **price hikes**, and material shortages. Additionally, project management faced challenges concerning payment claims and contractor relationships. **Procurement delays** further compounded the situation, alongside slower-than-anticipated progress in capacity-building activities. Moreover, deploying the TVET EMIS platform and tracer study faced unexpected delays.

The **COVID-19 pandemic** significantly disrupted infrastructure works in the TVET project, making existing challenges more acute and introducing additional pressures. The restrictions and safety protocols implemented to mitigate the spread of the virus led to **labour shortages,** logistical complications, and supply chain disruptions. Moreover, travel restrictions and border closures hampered the timely delivery of construction materials and equipment, leading to project delays.

Similarly, in the SIP Phase 1 initiative, delays were primarily caused by the 2021 v**olcanic eruption**, which necessitated changes at construction sites and led to cost overruns. These challenges underscored the complexity and unpredictability inherent in infrastructure development projects.

According to the interviewees, the implementation of the projects by MOEHRDRA and the CDB/SDF team was efficient and smooth. Within MOEHRDRA, the projects benefit from the involvement of the permanent secretary and a dedicated project manager. Coordination with schools also seems effective, as they are very much involved as the primary beneficiaries of the projects. In addition, CDB staff appear to be very supportive of project implementation. Interviewees cited several instances where their support was crucial in unlocking bottlenecks and facilitating the process.

However, the delays in the implementation of the project (see above) are partly the result of insufficient capacity within the ministry. The small number of staff assigned to the implementation of the project and the turnover within the ministry (several changes of permanent secretaries and project coordinators) have generated difficulties, bottlenecks and delays.

In SVG, the implementation capacities of SDF and executing agencies seem adequate. In general, **processes are smooth**, and implementation is generally sound. However, a recurring comment in interviews from executing agencies is that the **workload is too high**. There are too few officials in the project units in the ministries (e.g., education and finance), with many projects and competing needs. Overall, the shortage of qualified staff and experts in project management, engineering, contracting and other specialised fields in the country may hamper the efficient implementation of projects. In addition, high staff turnover rates or insufficient training programmes can further aggravate this constraint.

Also, some interviewees mentioned **bureaucratic inefficiencies** that slow down decision-making processes, approvals and coordination between stakeholders, leading to delays and inefficiencies in project implementation.

Regarding **BNTF projects** in SVG, interviews indicated that **some processes were very slow** and caused discomfort in the communities mainly due to the lengthy time from design to completion. However, the implementation and results were satisfactory for all stakeholders.

Concerning the use of resources, the situation is different for GEEP I and GEEP II projects due to the agenda of these two projects:

- For GEEP I, the implementation delays (see above) have generated higher costs due to inflation.
- For GEEP II, the project is still at its beginning. In 2023, the GOGR requested an additional loan to remedy the anticipated shortfall in financing for infrastructural works and goods from the original , expand coverage for goods to GEEP I schools, and construct one of the schools, now that designs have been completed. This decision to prioritise this significant investment in the education sector was prompted by the intention to leverage this loan to unlock USD5 million in grant co-financing from the Global Partnership for Education (GPE) fund through the Multiplier Grant facility.

There have been delays for both projects in SVG, and the need for additional funding has arisen. This indicates that resources could probably have been used more efficiently. The main difficulty has been that **construction costs increased after the pandemic** due to higher transportation costs and higher costs for some supplies and labour.

For both Grenada and SVG projects, **monitoring and evaluation appear to be one of the main weaknesses of the projects**. Although robust monitoring frameworks have been designed in the project documentation, the actual implementation of monitoring is weak. This evaluation did not have access to any completed monitoring tool. The reporting requirements defined in the project documentation do not seem to be fulfilled.

Monitoring by the CDB and annual monitoring reports partially compensate for this weakness. In addition, project information has been made available to the Bank upon request.

Box 2 Lessons learned

Although anticipated by the project in its ex-ante risk assessment and mitigation plan, the question of project implementation capacity proved crucial. Today, there are significant delays in the implementation of activities (notably school construction and rehabilitation), due in part to insufficient institutional capacity to implement ambitious and complex projects.

Another key aspect to bear in mind is that **monitoring is heavily linked to the progress and implementation of activities**. This has to do with the fact that the indicators included in the

project documents are all output indicators, and there are **no outcome indicators**, which makes it difficult to assess any changes at the beneficiary level.

4.3 Analysis of the project's achievement of its intended outputs and outcomes

The analysis of the effectiveness of the GEEP projects in Grenada is **limited by a lack of project information** from both the CDB and the GOGR, as well as a dearth of data on outcome-level changes,

The analysis of the effectiveness of the GEEP projects faces several limitations:

- A lack of data on project information provided by both the CDB and the GOGR;
- A lack of data on the outcome-level changes and;
- Delays in implementing the projects and therefore only a few activities have been completed.

Table 2 presents the main achievements of the GEEP I project so far (the GEEP II project has just recently actually started, and achievements are not measurable so far).

Out of the six schools targeted for expansion and rehabilitation work in the project, the constructions have been completed in three schools, and the design has been drafted for three other schools. Equipment has been purchased for the new construction projects. The GEEP I project has partially achieved institutional strengthening and capacity-building targets; for example, teaching and training activities are partially implemented. The design of the school projects that will be built with GEEP II has been delivered.

According to the last supervision report (2022), the disbursement rate for GEEP I is 85% of the loan (USD12.766 million) and 71%) of the grant (USD283,307). The implementation delays are expected to be resolved now that designs for project schools are finalised. Accordingly, the disbursement rate is expected to increase significantly in 2024 and be sustained until project completion in 2026.

These activities will lead to the achievement of the planned outputs, but with a significant delay (see above), and they have the potential of achieving their expected outcomes in terms of enhancement of the teaching and learning conditions and, more broadly, in terms of the quality of education.

Table 2 Main achievements of the GEEP I project

Component	Planned activities	Detailed activities	Achievement to date
Enhancing the Learning Environment	Expansion and rehabilitation work at six schools, five in Grenada and one in Carriacou	Grenada Seventh Day Adventist Comprehensive (GSDAC)	Construction completed
		J.W. Fletcher Catholic Secondary (JWFCS)	Design drafted
		Bishop's College (BC), Carriacou	Construction completed
		Presentation Brothers' College (PBC)	Construction completed
		St. Joseph's Convent, St. George's (SJC-SG)	Design drafted
		St. Joseph's Convent, Grenville	Design drafted
	Provision of furniture and equipment		Partially implemented
	Consultancy services to prepare detailed designs and supervise construction		Partially implemented (three out of five)
Enhancing quality, relevance and instructional effectiveness	Enhancing quality, relevance and instructional effectiveness	120 primary and secondary school principals and deputy principals in school leadership, teacher development and instructional support; teacher efficacy; school/community relations; maintenance planning and practice; gender sensitisation; and energy efficiency	Partially implemented
		756 primary, 720 secondary teachers and 20 special needs teachers in remediation of literacy and numeracy deficiencies; differentiated instruction; integration of technology; gender sensitisation and core content areas	Partially implemented
		59 primary, secondary and special needs teachers to Bachelor's degree level in pedagogy, specialist content and core content areas	Partially implemented
		12 tutors/instructors of the Teacher Education Department of the T.A. Marryshow Community College to equip them to undertake leadership of future training/professional development activities	Partially implemented
Enhancing Sector Planning and Management Capacity	Training	45 professional staff of MOEHRDRA in sector planning, leadership and management; monitoring and evaluation of educational outcomes; identification of instructional deficiencies and planning and delivering programmes for their remediation; data gathering and analysis; teacher efficacy; technical writing; gender	Partially implemented

Component	Planned activities	Detailed activities	Achievement to date
		sensitisation; and technology as a tool for education sector development	
		65 administrative/support staff of MOEHRDRA in electronic registry management and archiving; customer service; technical writing; gender sensitisation; and use of technology	Partially implemented
		20 study tours for sector leadership personnel to observe and learn from the operation and management of effective systems	Partially implemented
Technical Assistance	Development of final designs and costings for one rebuilt primary school and two relocated secondary schools	St. Andrew's Anglican Primary (SAAP) – new 480-student facility on its current site at Grenville	Design drafted
		Grenada Christian Academy (GCA) – 400-student facility on a new site at Pearls	Design drafted
		St. David's Roman Catholic Secondary (SDRCS) – 500-student facility on a new site at La Sagesse	Design drafted

According to the CDB's June 2023 visit report, the disbursement rate for the TVET project in SVG was 93% for the loan and 47% for the grant. In the case of the SIP, around 46% of the loan amount has been disbursed so far and grant funding has barely been utilised.

In SVG, the TVET project has achieved a high disbursement rate, with outputs including progress in policy formulation, National Vocational Qualifications frameworks and establishment of Sector Advisory Committees (SACs), partial completion of civil works at technical institutes and procurement of school buses and equipment. The SIP Phase 1 has seen around 46% disbursement of the loan, with progress made in upgrading school infrastructure but lacking clear reporting on educational outcomes.

The TVET project has achieved several outputs aimed at enhancing technical education infrastructure and resources. Notably, civil works for technical institutes in Campden Park, Barrouallie, and Bequia have been partially completed, marking progress in improving educational facilities. Additionally, the purchase of two school buses and some procurement of tools and equipment contribute to the project's infrastructure and resource objectives. While the launch of the TVET EMIS platform is anticipated for August 2023, indicating strides towards digital integration in education, the implementation of the life skills training curriculum has begun, albeit with limited data available on its effectiveness.

Similarly, under SIP Phase 1, outputs have been realised in upgrading school infrastructure across various schools. Civil works, including the installation of partitions, walkways, and drainage systems, have been partially completed, reflecting efforts to enhance educational

facilities and environments. However, like the TVET project, there is a lack of clear reporting on student enrolment, test scores, or other educational outcomes at this stage, suggesting a need for improved monitoring and evaluation mechanisms to assess the project's impact on educational quality and student performance.

Tables 3 and 4 show the progress in completing activities for the projects. Note that completed or in-progress activities are reported, but not all activities are included because of a lack of information in supervision reports.

Table 3 Main achievements of the TVET project

Components	**Planned activities**		**Achievement to date**
Strengthening the institutional framework for coordination and management of TVET	TVET management information system (MIS)		Platform in progress Personnel selected for training
	Review of the operations of the school transportation service and augmenting the fleet of buses		Two school buses purchased
Enhancing the learning environment for expanded and improved TVET delivery	Building and Civil Works	Camden Park Technical Institute	Construction in progress, one year behind schedule Funding sourced for retaining wall
		Barrouallie Technical Institute	Construction in progress on-schedule
		Bequia Community High School	Construction completed
Capacity-building	Life Skills Programme for Reduced Gender-Based Violence (GBV)		Delivery in process to (4) Technical Institutes
	Implementation of Competency-Based Education and Training (CBET)		Piloted in ten schools
Improved access to training for out-of-school/ unemployed/ "at-risk" youth and adults	The Health and Family Life Curriculum		Implemented
Design and Construction Supervision Services	Design studies to support expanded facilities for TVET	Marriaqua Technical Institute	Design drafted
		Union Island Secondary School	Design in progress

Table 4 Main achievements of the SIP project

Components	Planned activities		Achievement to date
Infrastructure works	Expansion and rehabilitation work	St. Vincent Girls High School	Construction in progress Design drafted
		Bequia Community High School	Construction in progress
		St. Vincent Grammar School	Original construction completed
		St. Clair Dacon Secondary	Construction in progress
		Sandy Bay Secondary School	Design consultants engaged Design in progress
		Thomas Saunders Secondary	Design in progress
		Barrouallie Anglican Primary	Original construction completed
		Barrouallie Government Primary	Construction completed
		Kingstown Anglican School	Evaluation of bids and contractor engaged in progress
Institutional Strengthening	Support a School anti-vandalism Programme to incorporate elements of anti-bullying and anti-sexual harassment		Proposal submitted
Capacity-building	Support training for teachers and principals	Integration of Information and communication technology (ICT) in teaching	Completed by education ministry annual training programme
		Gender sensitisation	Coordinated with the resources of the CDB BNTF programme
		Certification in Let's REAP	In progress with the University of the West Indies, Cave Hill Campus and Eastern Caribbean Joint Board of Teacher Education (ECJBTE)

In terms of changes that occurred at the beneficiary level, over the years, Grenada has made **significant progress in reaching several measurable targets** in educational coverage for basic education, achieving universal access to basic and secondary education. As stated in the GEEP II project documentation, "disparities between males and females are now negligible, with a Gender Parity Index of approximately 1:00 since 2009. GOGR has also significantly expanded early childhood development provision, with a 90% net enrolment rate in 2019, above the average of 82% for other OECS countries. Internal inefficiency is minimal at 1% dropout rate in secondary education and over 70% of teachers trained across the basic education sub-sector. There is a robust student support system targeting socio-economically disadvantaged students, focusing on school feeding and subsidising school uniform[s] and textbooks. These process indicators correlate with acceptable educational outcomes in basic

education. At the secondary level, the overall pass rate for Caribbean Secondary Education Certificate (CSEC) is 80%, with gender parity, although there is significant variation in performance among schools".

This **good performance in the education system** is obviously, first and foremost, due to the strong investment of the GOGR in education, especially basic education (see above, strategies and dedicated public funding). International development partners such as the CDB with the GEEP projects (especially GEEP I, as GEEP II is only starting) have contributed to these outcomes. SDF 8 and 9 support a total of ten schools, to which should be added the BNTF's support (more moderate but in the form of a grant) for another school, which represents 10% of the primary and secondary schools of Grenada. In that sense, the SDF has contributed to enhancing the education system.[7]

As mentioned before, in the case of SVG, it is worth mentioning that the projects do not include mid-term outcome indicators. This means that data on key indicators linked to medium-term outcomes, such as enrolment rates, student assessment performance, graduation numbers, etc., are not reported.[8] The information available is largely focused on reporting progress in implementing activities rather than showing progress towards key performance indicators. However, during the visits and interviews, it was possible to observe changes in the beneficiaries due to the use of the infrastructure and participation in the programmes.

It was highlighted how, thanks to CDB support, vocational-technical education has been significantly strengthened in the country. According to the interviews, the CDB **was the first to invest in this area, and its support was fundamental in shaping the TVET ecosystem, leveraging resources from other donors and consolidating efforts to make it possible for the country to be an example in the Region in this area.**

In the view of the interviewees and beneficiaries, the SDF-supported projects can play an important role in supporting the development of TVET and enhancing the quality of education. Students interviewed at SVG Grammar School and SVG Community College reported improved conditions and well-being. Factors such as the creation of learning laboratories, an increase in the amount of equipment, installation of fans in classrooms, railings in corridors and generally more modern and comfortable facilities were some of the factors mentioned that affected the quality of the student experience.

Teachers also expressed their satisfaction, such as at the SVG Grammar School, where, thanks to the SIP works, separate teachers' toilets for men and women were built, which has had a positive impact on the well-being of the staff.

For both countries, a cost-benefit analysis cannot be undertaken on these projects. However, regarding cost efficiency, the following elements must be noted:

- The CDB's procurement procedures ensure a competitive process when selecting a company to build and rehabilitate schools. The rules ensure that the companies selected are, in particular, those offering the best value for money, and;

[7] As a reminder, with the assistance of the CDB and other development partners, GOGR in 2015 had largely restored the physical facilities of 54 of the 100 schools at the basic education level – including 12 with loan support from the CDB, and 11 with grant funding under the CDB's BNTF. CDB support targets almost 25% of primary schools (23 out of 100).

[8] These data were requested from the ministry.

- The lengthening of successive implementation times (see above) has generated additional costs.

Box 3 Stakeholder´s stories of change: Transformative Infrastructure Improvements at Barrouallie Government School

The transformation of infrastructure at Barrouallie Government School has been nothing short of life-changing for its community. Thanks to the support of CDB, improvements have been made, including paving the school's courtyard, installing a fence around the premises, and installing an elevator. Paving the yard has had an impact on the well-being of both students and teachers, during the dry season when respiratory issues were exacerbated by dust and during rainy season when children used to have difficult access to school due to the mud. Moreover, the lack of suitable space for physical activities and sports had previously forced students and teachers to walk long distances to appropriate spaces for leisure and sports. However, with the paved court, students now have easy access and ample space to engage in various activities and events right within the school premises.

Additionally, the presence of a fence has instilled a sense of safety and security, providing a conducive environment for learning and growth. Likewise, the existence of an elevator within the school makes it possible to serve students with disabilities. It is one of two schools on the island with an elevator.

These infrastructure enhancements have improved the educational experience at Barrouallie Government School.

Before (left) and after (right) intervention works at Barrouallie Government School

Source of images: Barrouallie Government School PTA. Home Barrouallie Government School PTA. Facebook. Retrieved February 15, 2024 from https://www.facebook.com/groups/1104813856256180?locale=ms_M.

The sustainability of the benefits of the projects is likely to be sustained beyond the end of the intervention due to (a) long-lasting activities included within the projects and (b) national public support.

The projects entail several **activities planned to ensure the sustainability** of the benefits. These are notably training and capacity-building activities for staff in the education ministry in sector planning, leadership and management; monitoring and evaluation of educational outcomes; identification of instructional deficiencies and planning and delivering programmes for their remediation; data gathering and analysis; gender sensitisation; and technology as a tool for

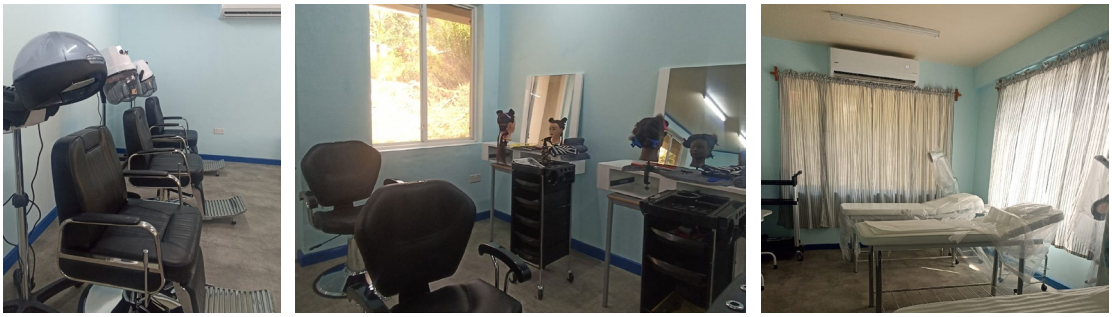
education sector development. In that sense, sustainability will be boosted by improving the capacity of teachers to deliver high-quality instruction, providing their principals with the skills and competencies for effective instructional leadership, and paying attention to enhancing the capacity of MoE to achieve sector goals. In addition, monitoring and evaluating outcomes is critical to data-driven decision-making in the education sector, and the project supports the enhancement of the education ministry's EMIS.

Besides, education is a major priority for the GOGR, and **public support for education is strong.** As stated in the GPE 2025 Results Framework for Grenada (Global Partnership for Education),[9] in Grenada, the government expenditure on education as a percentage of total government expenditure (excluding debt service) shifted from 21% in 2020 to 23.4% in 2022. According to the latest Education Policy and Data Center (EPDC) report on Grenada,[10] the public expenditure per student is higher than in other upper-middle-income countries, especially at the primary level. This high level of public support will contribute to maintaining and refreshing the new construction and rehabilitation that have been funded by the projects.

Box 4 Empowering Opportunities: Infrastructure Enhancements at Campden Technical Institute

Improvements in the infrastructure of the Campden Technical Institute have opened up new opportunities, especially with the introduction of the cosmetology programme. Recognizing the significance of this area amidst the burgeoning tourism sector and the anticipated demand for skilled professionals in new hotels like Sandals at Buccament Bay. Principal Byron Rose underscores the pivotal role that this programme plays in preparing students for future employment opportunities. Through the provision of salary (ANEW Programme) and essential equipment, the projects have not only alleviated financial burdens for trainees but have also resulted in improved attendance and a more robust student body.

Moreover, the upgraded facilities have catalysed a transformative shift in the institute's activities, offering students expanded space and enhanced resources for learning. Byron emphasizes the consultative approach taken, wherein input from both teachers and students was sought to identify the community's educational needs, culminating in the decision to introduce cosmetology as a new program. This strategic alignment with local demands underscores the institute's commitment to delivering relevant and impactful education that empowers students.



Some of the spaces created for the new cosmetology programme

[9] https://www.globalpartnership.org/node/document/download?file=document/file/2023-12-gpe-results-framework-grenada.pdf.

[10] https://www.epdc.org/sites/default/files/documents/EPDC_NEP_2018_Grenada.pdf.

Box 5 How TVET empowers lives in Saint Vincent and the Grenadines

Technical and Vocational Education and Training (TVET) in Saint Vincent and the Grenadines plays a critical role in transforming lives by providing people with valuable economic opportunities. These programmes are highly relevant as they equip students with practical skills and knowledge directly applicable to the workforce. Many of the students are employed at the end of their internship phase of a few weeks in the enterprises.

Also, because there is a high demand for qualified personnel on the island and in the region, they are in high demand. Moreover, the programmes promote entrepreneurship, TVET empowers students to take charge of their future and create their own economic pathways. This is evident in the success stories of graduates, such as that of a former student of the Barrouallie Technical Institute's Food and Beverage programme, who established a successful catering service, and another former student who founded a company producing sauces that are now distributed in local supermarkets.

Moreover, the impact is not limited to the students, but extends to the teachers who have participated in the training programmes. Many have gone on to further study and training, which has led to innovative ideas for expanding TVET provision to higher levels of technical education. These initiatives not only improve individual livelihoods, but also contribute to the development of the individual's skills.

5 Contribution claims and general conclusions

Investigations show that in the two countries covered by this case study, **SDF support for education projects has been relevant and effective.**

In Grenada, GOGR places a strong emphasis on supporting education, particularly primary and secondary education. SDF 8 and 9 funds have been mobilised to support the government's strategy of improving/developing school infrastructure and enhancing the skills of teachers and administrative staff.

The GEEP I project is nearing completion (expected by the end of 2024). The planned activities have been carried out, albeit with a certain delay. GEEP II activities are now getting underway.

Analysis of project results is difficult due to the lack of project data. Nevertheless, interviews underline the relevance of planned actions, their appropriateness to identified needs, and the satisfaction of beneficiaries from the administration and schools. Macro indicators underline Grenada's good performance in the education sector. This performance is primarily attributable to the commitments made by the GOGR, but CDB's support is worth mentioning.

The intended outcome was achieved, and the SDF-financed project was **only one of the factors** contributing to the achievement of these outcomes.

In SVG, SDF 8 and 9 resources helped to develop and deploy new TVET management information systems and policies, tracer studies and supported curriculum reforms focused on key areas with skills gaps like gender inclusion, entrepreneurship and climate resilience. These interventions can strengthen administration and increase the responsiveness of TVET programming. A range of capacity-building and training activities focused on competency assessment, work readiness certifications, apprenticeships and applied learning were conducted with CDB assistance. These strengthened the TVET workforce and expanded access to demand-driven technical skills.

Regarding infrastructure enhancement, CDB financing enabled critical upgrades to educational infrastructure across multiple schools in SVG. It also supported the construction of new state-of-the-art technical institutes and upgraded existing TVET infrastructure to boost the quality and availability of technical and vocational learning spaces. Improved educational infrastructure can serve as a platform for strengthening instructional quality and learning outcomes.

The intended outcome was achieved, and the SDF-financed projects were **only one of the factors** contributing to the achievement of these outcomes. However, the CDB has been instrumental in promoting TVET in SVG.

Appendix A Key project information and analysis of the achievement of intended goals

Grenada Education Enhancement Project Phase I – GEEP I	1
Short description of the project:	The Project will facilitate the continued restoration and upgrading of physical infrastructure, as well as institutional strengthening and capacity-building recommended in the review of the Strategic Plan for Education Enhancement and Development (SPEED II), completed in 2015 with technical assistance from the Caribbean Development Bank (CDB). The proposed intervention represents the first phase of the two-phased project. Expansion and rehabilitation work for six schools, institutional strengthening and capacity building across the system, and final designs and costings for two secondary schools, which are being relocated, and one primary school, which is being rebuilt at the same location, are being undertaken under this phase of the project. Construction work for the three schools being designed, as well as other institutional enhancements to be informed by activities being undertaken in this phase, will be facilitated under Phase 2
Objectives	Improved quality of basic education
SDF cycle	8
Main SDF strategic theme	Inclusive and sustainable growth
Instrument	Loan and grant
Project sector	Education
Geographical scope	Grenada
Intended beneficiaries	Government of Grenada (GOGR)
Executing agency (client)	Ministry of Education (MoE)
Financing	Current approved amount (SDF): USD3,401,000 Total CDB funding (from OCRs or OSFs): USD12,000,000 Total project co-financing: USD132,000 Total project counterpart financing: USD2,115,000
Disbursement	USD12.766 million (85%) of the loan and USD283,307 (71%) of the grant have been disbursed according to the last supervision mission in March/2022.
Start date	October 1, 2016
End date	December 2023? (should have been December 31 2020)

Grenada Education Enhancement Project, Phase 2 – GEEP II	3
Short description of the project	The project will facilitate the upgrading of physical infrastructure at one primary school and three secondary schools and capacity-building to meet the learning needs of students, including those with disabilities. It represents Phase II of investments identified in GEEP I, approved in 2015 and prioritises upgrading the deteriorated physical plant and the provision of resources to meet optimal teaching-learning, inclusion, and hazard-resilient standards in four (4) project schools–St. Andrew's Anglican Primary School (SAAP), St. Joseph's Convent, St. Andrew (SJCSA), J.W. Fletcher Catholic School (JWFCS), and Grenada Christian Academy (GCA). The project also focuses on building capacity to mainstream gender-responsive teaching and learning, differentiated instruction, and school maintenance plans
Objectives	Enhancing the quality, relevance, and equity of basic education to improve student engagement and learning outcomes
SDF cycle	9
Main SDF strategic theme	Inclusive and sustainable growth and development
Instrument	Loan and grant
Project sector	Education
Geographical scope	Grenada
Intended beneficiaries	Government of Grenada (GOGR)
Executing agency (client)	Ministry of Education, Human Resource Development, Religious Affairs and Information (MOEHRDRA)
Financing	Current approved amount (SDF): USD9,200,000 Total CDB funding (from OCRs or OSFs): EUR 7,344,000 Total project co-financing: 0 Total project counterpart financing: USD2,912,000
Disbursement	Total disbursed to date
Start date	Needs to be completed
End date	The project is estimated to be 30 months behind schedule as of September 8, 2023

Technical and Vocational Education and Training Development	3
Short description of the project	The project was designed to assist GOSVG in expanding the country's supply of skilled and employable labour. The project addressed the key infrastructural deficits specific to the TVET workshops and laboratories, the institutional strengthening and capacity-building needs and the implementation of the training programme for at-risk/vulnerable/ unemployed persons
Objectives	Provide a high-quality, relevant and gender-responsive TVET system
SDF cycle	8
Main SDF strategic theme	Inclusive and sustainable growth; and Gender Equality Policy and Operational Strategy (GEPOS)
Instrument	Loan and Grant
Project sector	Education

Geographical scope	Saint Vincent and the Grenadines
Intended beneficiaries	Government of Saint Vincent and the Grenadines (GOSVG)
Executing agency (client)	Ministry of Education, Human Resource Development, Religious Affairs and Information (MOEHRDRA)
Financing	Original Loan (SFR): USD5,000,000 Additional Loan (SFR): USD7,317,000 Grant (SFR): USD330,000
Disbursement	Total disbursed to date: Approximately 93% of loan funds (USD11.4 million of USD12.2 million) and 47% of grant funds (USD160,000 out of USD330,000)
Disbursement dates	June 2013—September 2023

School Improvement Project (SIP), Saint Vincent and the Grenadines – Phase I	4
Short description of the project	The project was designed to assist GOSVG in enhancing the quality of the learning environment in nine schools in keeping with the goals of its National Economic and Social Development Plan – 2013–2025 (NESDP) to re-engineer economic growth, enabling health and social development, improve physical infrastructure, preserving the environment, and building resilience to climate change. The intervention was primarily designed to address priority infrastructure enhancements in the schools to support quality teaching and learning while promoting inclusive access to children with special education needs.
Objectives	Facilitate the renovation of eight schools and the construction of one new school (Sandy Bay Secondary)
SDF cycle	9
Main SDF strategic theme	Inclusive and sustainable growth and development
Instrument	Loan and grant
Project sector	Education
Geographical scope	Saint Vincent and the Grenadines
Intended beneficiaries	Government of Saint Vincent and the Grenadines (GOSVG)
Executing agency (client)	Ministry of Finance, Economic Planning, Sustainable Development and Information Technology
Financing	Special Development Fund (SDF 9): USD7,000,000 Ordinary capital resources (OCR–EUR) original: USD6,500,000 SDF add (SDF 10): USD2,000,000 OCR-EUR Add: USD3,000,000 OCR – Add: USD6,995,000 OCR – AFD Add: USD4,005,000 Original SDF 9 Grant Resources: USD15,000
Disbursement	Approximately 46% of loan funds (USD5.8 million out of USD12.5 million) have been disbursed, and Grant funds (USD15,000) have not yet been disbursed.
Disbursement dates	Grant funds: November 2023 Additional loan: April 30, 2024–December 31, 2026

Appendix B List of interviews

Grenada

Function and institution	Name
Permanent Secretary, Ministry of Finance	Mr Mike Sylvester
Director of DESDP (Department of Economic, Sustainable development and Planning)	Mr Mervin Haynes
DESDP (Department of Economic, Sustainable development and Planning), project officer	Mr Dexter Telesford
BNTF director	Dr Stephen Fletcher
BNTF / SAEP project team Director Project officers Procurement officer Communication officer M&E officer	
Senior Economist for Grenada	Dr Karen Grenade
Government's special advisor	Richard Duncan
General Manager of Grenada Solid Waste Management Authority	Lyndon Robertson
Integrated Solid Waste Management Project team Director Project officer Administrative and finance manager Communication officer	
Ministry of Education–Permanent Secretary	Mr Aaron Francois
Ministry of Education–Permanent Secretary	Mr Elvis Morain
Ministry of Education – project coordinator	Ms Ruth Charles
CDB – Education department, project officer	Ms Neva Pemberton

Saint Vincent and the Grenadines

Function and institution	Name
Director General Finance and Planning	Mr Edmond Jackson*
Deputy Director of Planning	Mrs Marcelle Edwards-John*
Director of Economic Planning	Mr Recardo Fredrick*
Budget Director	Mr Ken Morris*
Ministry of Education and National Reconciliation – Permanent Secretary	Mr Myccle Burke
Ministry of Education and National Reconciliation – Chief Education Officer	Mrs Kay Martin-Jack
Ministry of Education and National Reconciliation – Senior Education Officer TVET	Mrs Pearlette Hanaway
Ministry of Finance, Economic Planning and Information Technology – Project Coordinator School Improvement Project	Mr Dimitri Samuel
Ministry of Agriculture, Forestry, Fisheries, Rural Transformation, Industry and Labour–Project Manager BNTF	Mr Dunstan Johnson**
Ministry of Agriculture, Forestry, Fisheries, Rural Transformation, Industry and Labour–Project Manager BNTF	Mr Kendal Sampson**
SVGCC – Division of TVET Arnos Vale – Deputy Dean Division of TVET-SVGCC	Mrs Taneille Murphy***
SVGCC – Division of TVET Arnos Vale – Lecturer SVGCC Division of TVET	Mr Joseph Bobb***
SVGCC – Division of TVET Arnos Vale – Dean SVGCC	Mr Nigel Scott***
Ministry of Education and National Reconciliation – Assistant Project Coordinator TVET	Mr Timoty Scott
Ministry of Education and National Reconciliation – Director of National Qualification Department	Mr Endall Johnson
Ministry of Education and National Reconciliation – Head Master	Mr Hugh Colin Sam
Ministry of Education and National Reconciliation – Principal	Mr Ian Rouse
Ministry of Education and National Reconciliation – Head Teacher	Mrs Joy Haynes
Ministry of Education and National Reconciliation – Head Teacher	Mrs Roslyn Hazelwood-Francis

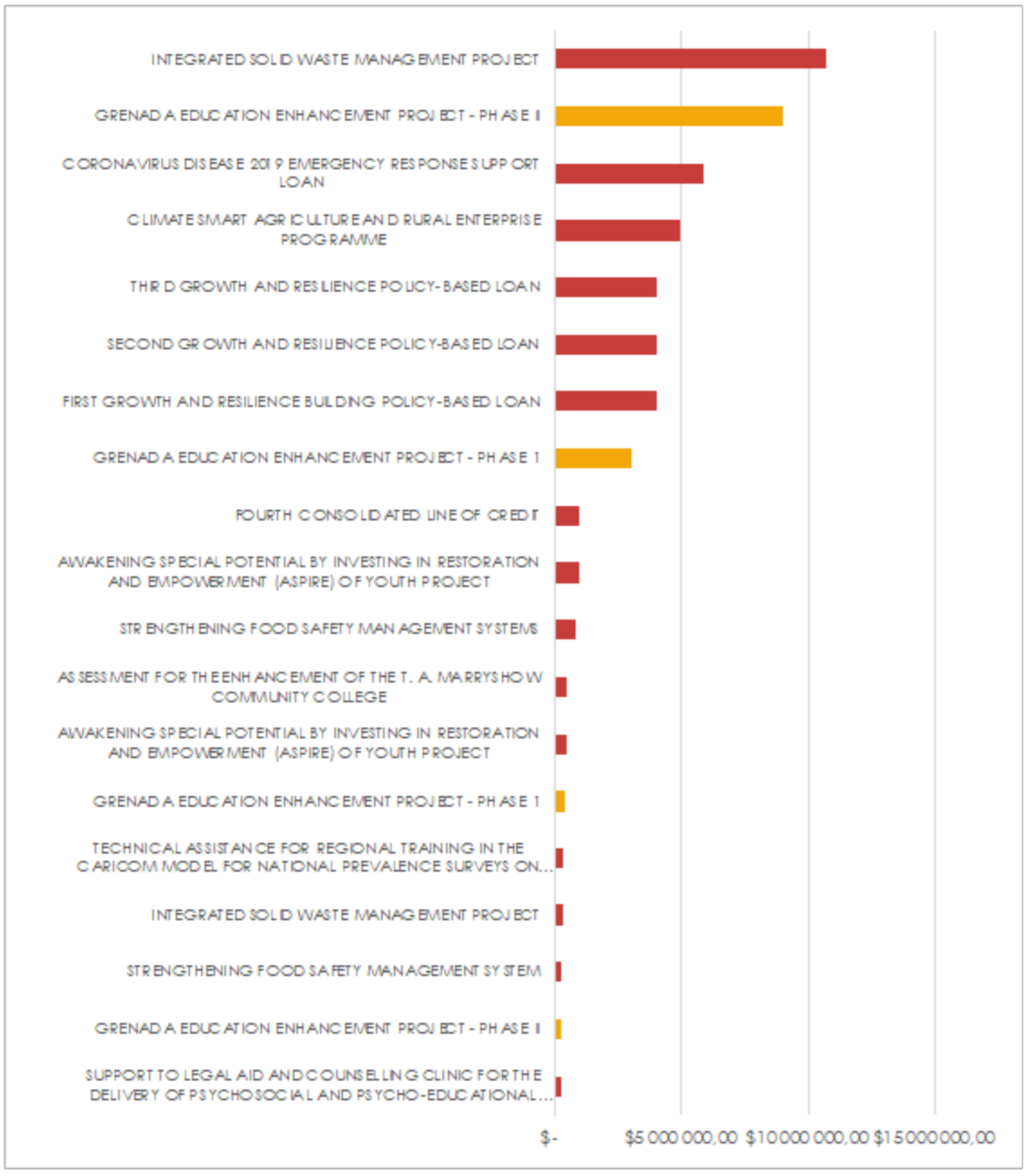
* Group interview with representatives of the Finance and Planning Unit.

** Group interview about BNTF projects.

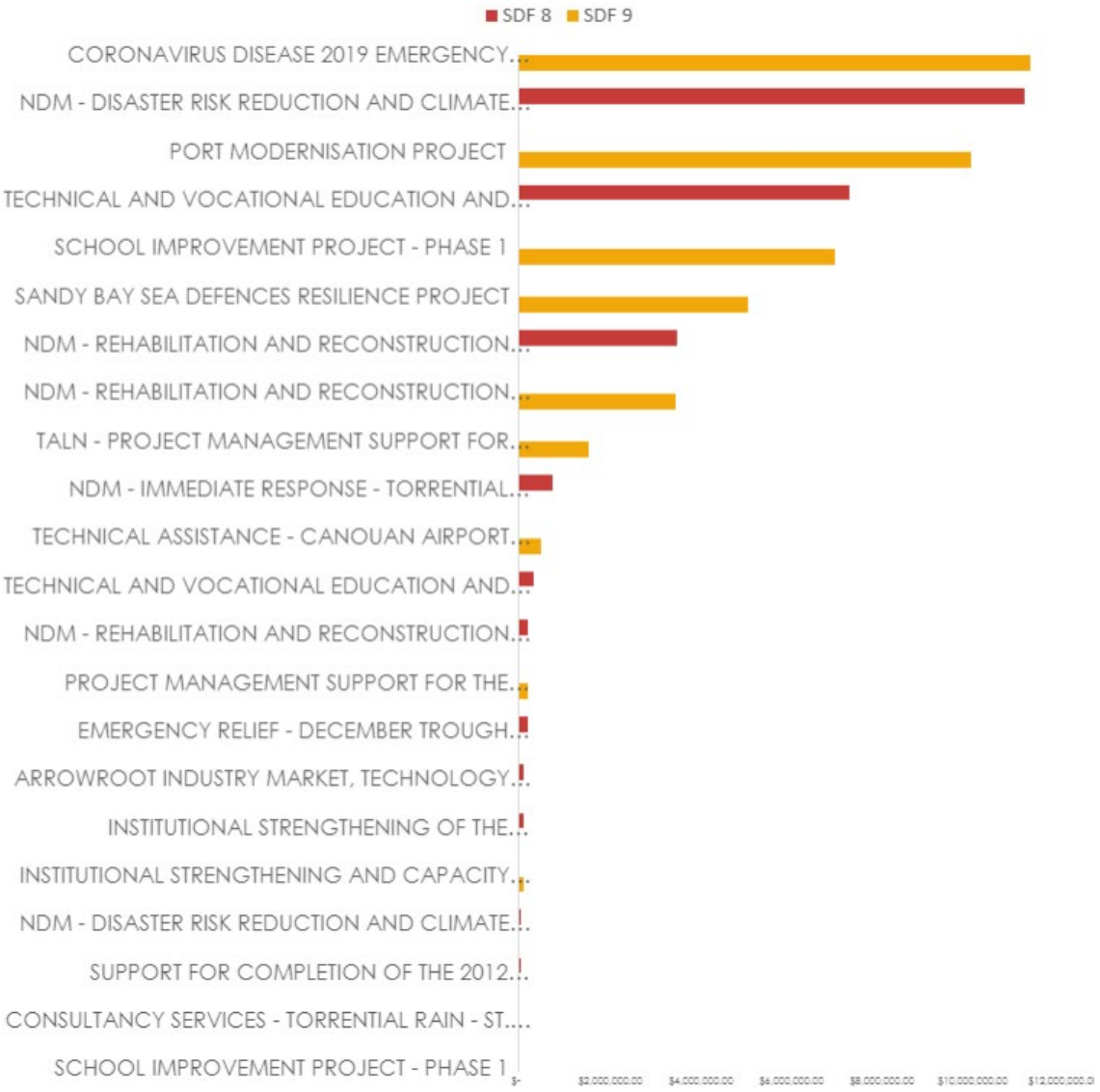
*** Group interview at Saint Vincent and the Grenadines Community College.

Appendix C SDF 8 and 9 portfolio analysis

Distribution of loans in SDF 8 and SDF 9 Grenada



Distribution of loans in SDF 8 and SDF 9 SVG



Appendix D Components projects

Components of the GEEP Project–Phase I

Components	Planned activities	Detailed activities
Enhancing the Learning Environment	Expansion and rehabilitation work at six schools, five in Grenada and one in Carriacou	Grenada Seventh Day Adventist Comprehensive (GSDAC)
		J.W. Fletcher Catholic Secondary (JWFCS)
		Bishop's College (BC), Carriacou
		Presentation Brothers' College (PBC)
		St. Joseph's Convent, St. George's (SJC-SG)
		St. Joseph's Convent, Grenville
	Provision of furniture and equipment for spaces added and rehabilitated	
	Minor repairs and upgrades associated with temporary relocation to other buildings	
	Consultancy services to prepare detailed designs and supervise construction	
Enhancing quality, relevance and instructional effectiveness	Enhancing quality, relevance and instructional effectiveness	120 primary and secondary school principals and deputy principals in school leadership, teacher development and instructional support; teacher efficacy; school/community relations; maintenance planning and practice; gender sensitisation; and energy efficiency
		756 primary, 720 secondary teachers and 20 specials needs teachers in remediation of literacy and numeracy deficiencies; differentiated instruction; integration of technology; gender sensitisation and core content areas
		59 primary, secondary and special needs teachers to Bachelor's degree level in pedagogy, specialist content and core content areas
		12 tutors/instructors of the Teacher Education Department of the T.A. Marryshow Community College to equip them to undertake leadership of future training/professional development activities
	Consultancy services	Evaluation of resource-sharing capacity at the secondary level
		Development of a gender-sensitive early identification system for children at-risk of educational and societal failure. This intervention will be supported with grant funding

Enhancing Sector Planning and Management Capacity	Consultancy services	Strengthening system leadership
		Needs assessment for establishment of a national EMIS
		Development of a framework for school leadership and coaching
		Determination of the effectiveness of the regulatory and operational relationship between the state and assisted private schools. This intervention will be supported with grant funding
	Training	45 professional staff of MoE in sector planning, leadership and management; monitoring and evaluation of educational outcomes; identification of instructional deficiencies and planning and delivering programmes for their remediation; data gathering and analysis; teacher efficacy; technical writing; gender sensitisation; and technology as a tool for education sector development
		65 administrative/support staff of MoE in electronic registry management and archiving; customer service; technical writing; gender sensitisation; and use of technology
		20 study tours for sector leadership personnel to observe and learn from the operation and management of effective systems
Enhancing School Community Relationships	Consultancy services for the development and implementation of a pilot project to assist in enhancing relationships between selected schools and their communities. This intervention will be supported with grant funding	
Technical Assistance	Development of final designs and costings for one rebuilt primary school and two relocated secondary schools	St. Andrew's Anglican Primary (SAAP) – new 480-student facility on its current site at Grenville
		Grenada Christian Academy (GCA) – 400-student facility on a new site at Pearls
		St. David's Roman Catholic Secondary (SDRCS) – 500-student facility on a new site at La Sagesse
Project Management		

Components of the GEEP project–Phase II (lines in grey are the activities modified by the additional loan)

Components	**Planned activities**	**Detailed activities *(in grey the GEEP 2 additional activities due to scope variation)***
Land	A site owned by GOGR at Pearls, St. Andrew, comprising 1.534 acres for the reconstruction of the Grenada Christian Academy (GCA)	
	A site located in Malmount, St. David, comprising four Acres for the reconstruction of the SDRCS.	
Infrastructure Works	Climate-resilient reconstruction and/or rehabilitation works, including ICT-enhanced classrooms, workshops/laboratories, energy efficiency (EE) improvements and enhanced accessibility for PWDs	Reconstruction of GCA
		Reconstruction of St. Andrews Anglican Primary (SAAP), including the provision of temporary facilities for the relocation of school operations during infrastructure works
		Expansion and rehabilitation of JWFCS
		Expansion and rehabilitation of SJCSA
		Provision of temporary facilities for the relocation of school operations during infrastructure works
		Reconstruction of SDRCS
Engineering and construction-related services	Consultancy services to provide construction supervision for project schools	For SJCSA
		For JWFCS
		For GCA
		For SAAP
		For SDRCS
Goods	Provision of furniture and equipment and ICT resources for spaces added and rehabilitated	For SJCSA
		For JWFCS
		For GCA
		For SAAP
		Presentation Brothers' College
		Bishop's College
		Grenada Seventh Day Adventist Comprehensive
	Provision of a vehicle to assist with monitoring and supervision of the project	*Since GEEP 2 scope variation, the vehicle has been removed from the goods component as GOGR will provide the required transportation*
Capacity-building	Training in Differentiated	*The component has been varied to replace the training on differentiated instruction with*

Components	Planned activities	Detailed activities *(in grey the GEEP 2 additional activities due to scope variation)*
	Instruction, Life Skills/GBV/Health and Family Life Education Programme and Gender Sensitisation– creating gender-sensitive classroom learning environments and experiences	*certification training in the CDB/CARICOM/OECS Learning Recovery and Enhancement Programme (Let's REAP), which includes a module on differentiated instruction.* *Additionally, GOGR resources, mobilised through the GPE Multiplier Grant Facility, will be used to expand capacity-building activities to include:* - *Mainstreaming inclusion and quality services for early learners and learners with special education needs* - *Enhancing support and accountability mechanisms for effective leadership, teaching-learning, and climate resilience across basic education institutions* - *Strengthening linkages between teaching, learning and the world of work*
	Training on implementing school maintenance plans	
Project Management	Project Management, Monitoring and Reporting of Project activities	An extension of the Project Coordinator (PC) and current Project Coordinating Unit (PCU) staff to be responsible for all administrative, procurement, financial and overall management tasks required for the successful implementation of the project
		Assignment of a Project Engineer to support the PC
		Continued functioning of the PSC and ISCT from GEEP I to provide policy direction for the Project
		The engagement of a procurement specialist

Components of the TVET project

Components	Planned activities	Detailed activities
Strengthening the institutional framework for coordination and management of TVET	Consultancy services to support the operational effectiveness of the Sector Skills Development Agency (SSDA) and National Qualifications Department (NQD)	
	Consultancy services for institutional assessment and restructuring of the management and operations of the Technical Institutes (Tis)	
	Consultancy services for the development of marketing and promotion strategy for TVET	
	Short-term training, study tours and attachments for the staff of the SSDA, NQD, Ministry of Education and SVGCC	
	Consultancy services for the development of an M&E system inclusive of a tracer study of Project beneficiaries	

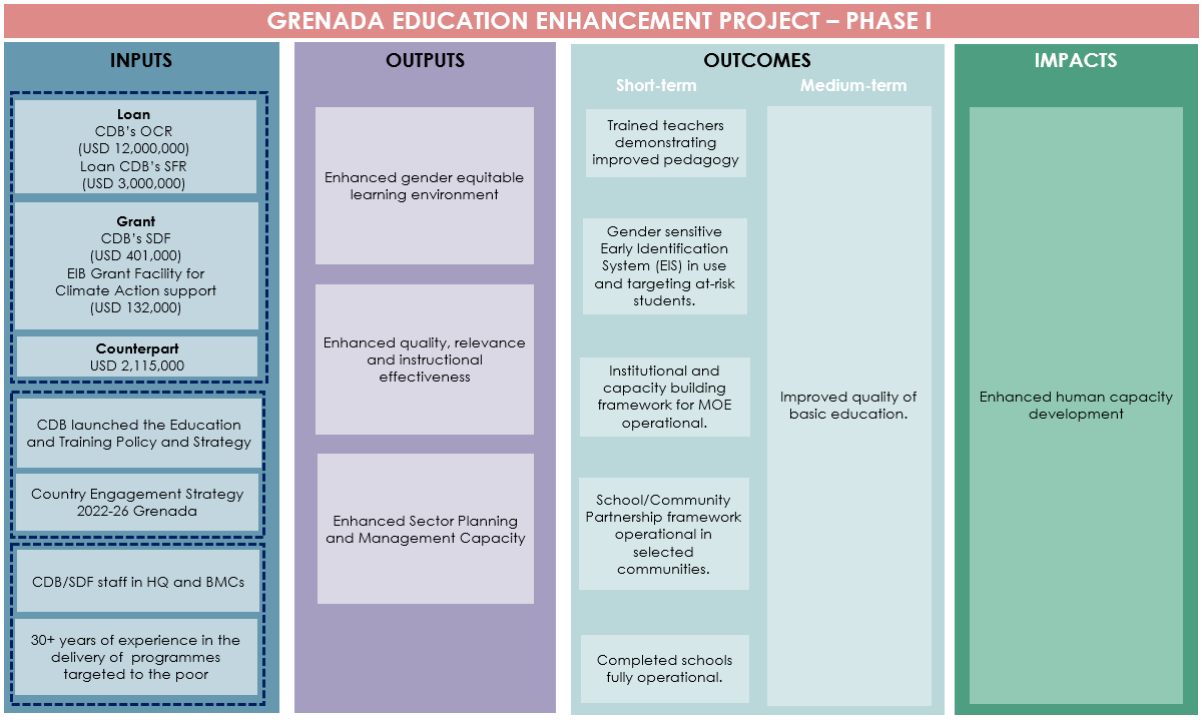
Components	Planned activities	Detailed activities
	Finalisation of the NQF	
	Finalisation of the TVET Policy and Action Plan to include parity of recognition of TVET teachers with those possessing other academic qualifications	
	Establishment of Sector Advisory Committees (SACs)	
	Review of the operations of the school transportation service and augmenting the fleet of buses to support the attendance of secondary school students at the TIs	
Enhancing the learning environment for expanded and improved TVET delivery	Building and Civil Works	Rehabilitation works at: (a) Kingstown, Georgetown, Camden Park and Barrouallie TIs; (b) Bequia Community High School; and (c) SVGCC (laboratories/workshops) for building technology programmes
	New construction	(a) Smart classroom blocks and ancillary works for the TIs; (b) Science and Technology Labs for Bishops College and Dr J. P. Eustace Memorial Secondary (JPEMS)
	Equipment/Tools, Furniture, Supplies and Curriculum Support Material	
Capacity-building for an enhanced and sustainable TVET system	Training	(a) 10 teachers/instructors up to the degree level in TVET skill areas; (b) 12 teachers/instructors in diploma/certificate in TVET skill areas; (c) 50 assessors and 40 verifiers; (d) consultancy services for the training of TVET teachers/instructors in literacy and numeracy education. (e) 120 teachers and principals in CBET; and (f) 4 principals for managing TVET delivery
Enhancement of PLAR System	Subsidising assessment for the credentialing of skills acquired through formal, non-formal and informal learning	
Improved access to vocational training for unemployed/out-of-school/"at risk" youth and adults:	Training	Training of 1,000 male and female unemployed youths and adults in CVQ Level I programmes to provide quality, competency-based certification consistent with labour market needs

Components of the School Improvement Project (SIP)

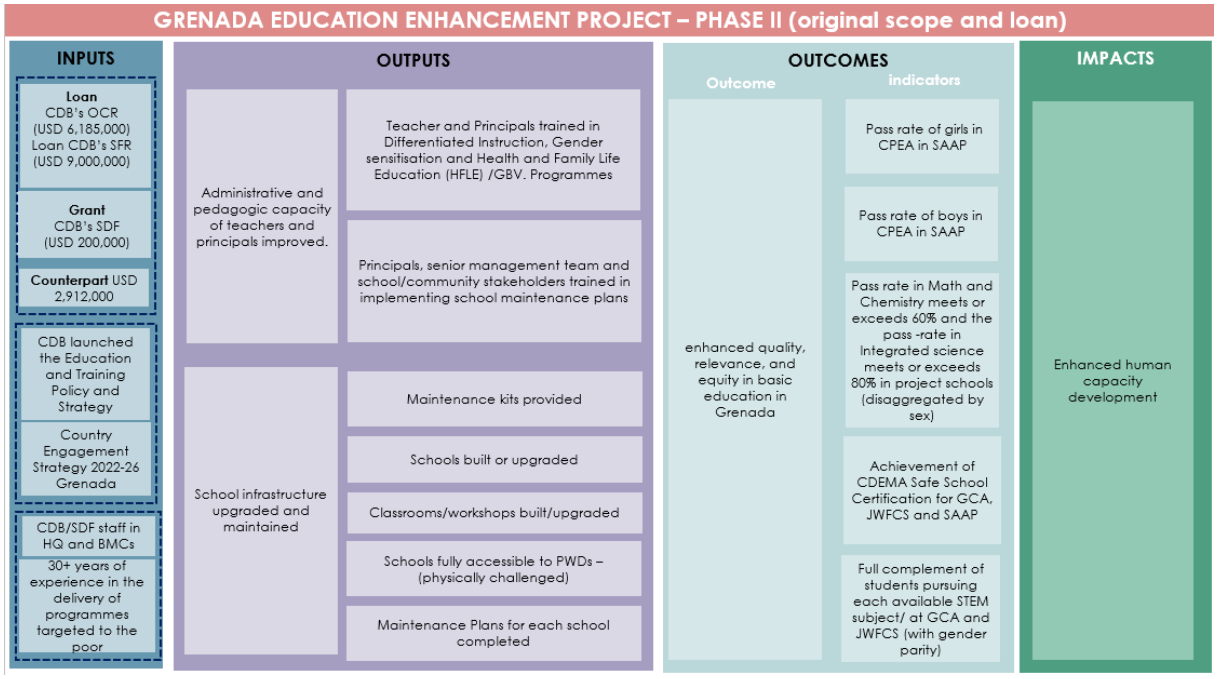
Components	Planned activities	Detailed activities
Land	Seven acres of land in Orange Hill will be provided by the GOSVG for the construction of Sandy Bay Secondary School	
Infrastructure Works	Rehabilitation and/or reconstruction of school facilities to ensure buildings are climate and hazard-resilient and will include Information and Communication Technology (ICT) enhanced classrooms, workshops/laboratories, energy efficiency improvements and enhanced accessibility for PWDs	St. Vincent Girls High School
		Bequia Community High School
		St. Vincent Grammar School
		St. Clair Dacon Secondary
		Sandy Bay Secondary School
		Thomas Saunders Secondary
		Barrouallie Anglican Primary
		Barrouallie Government Primary
		Kingstown Anglican School
Institutional Strengthening	School anti-vandalism Programme to incorporate elements of anti-bullying and anti-sexual harassment	
	Mainstreaming inclusion and quality services for early learners and learners with special education needs.	
Engineering and Construction-related Services	Architectural and engineering consultancy services for the design and supervision of the infrastructure works	
Goods	Procurement of furniture and equipment to outfit schools where construction is ongoing or pending. This includes lab and technical equipment for the secondary schools, as well as school maintenance kits	
Capacity-Building	Training for teachers and principals	(a) Integration of ICT in teaching (b) Implementing school maintenance plans (c) Gender sensitisation (d) Certification in Let's REAP (e) Pedagogical training for Graduate Teachers without a teaching certificate
Project Management	Funding operations of the PCU staffed by a PC, Project Engineer (PE), and Project Assistant (PA)	

Appendix E Theory of Change per project

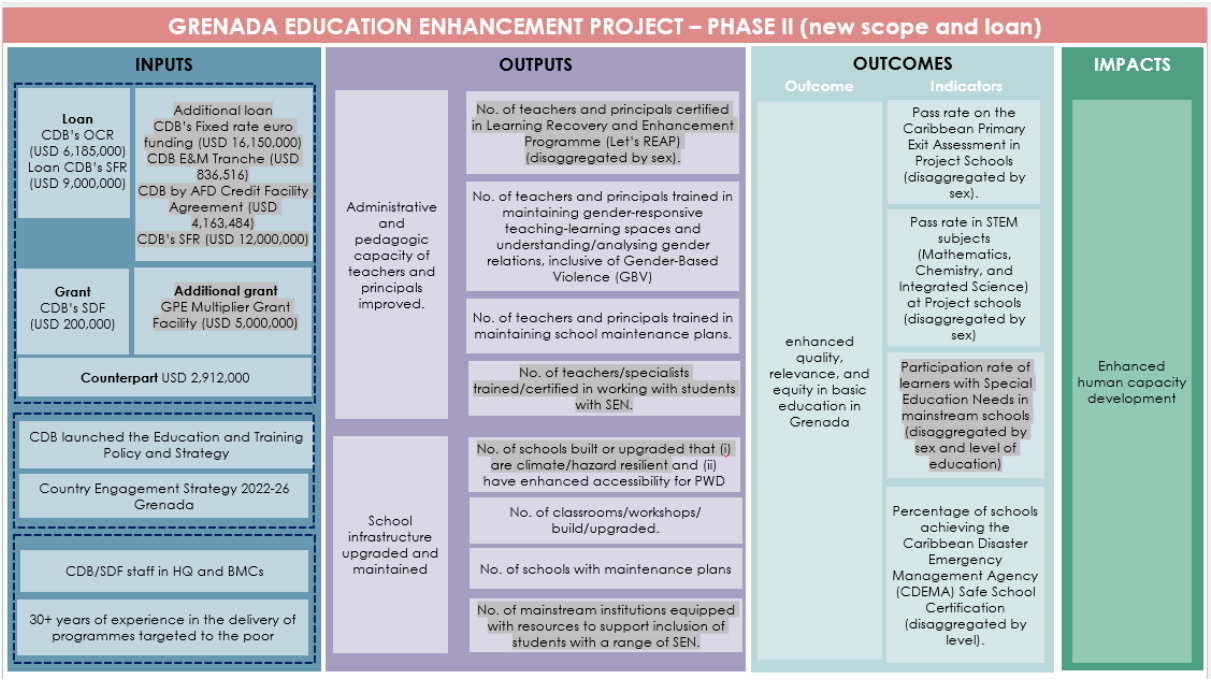
Visual representation of the Theory of Change of the project GEEP I



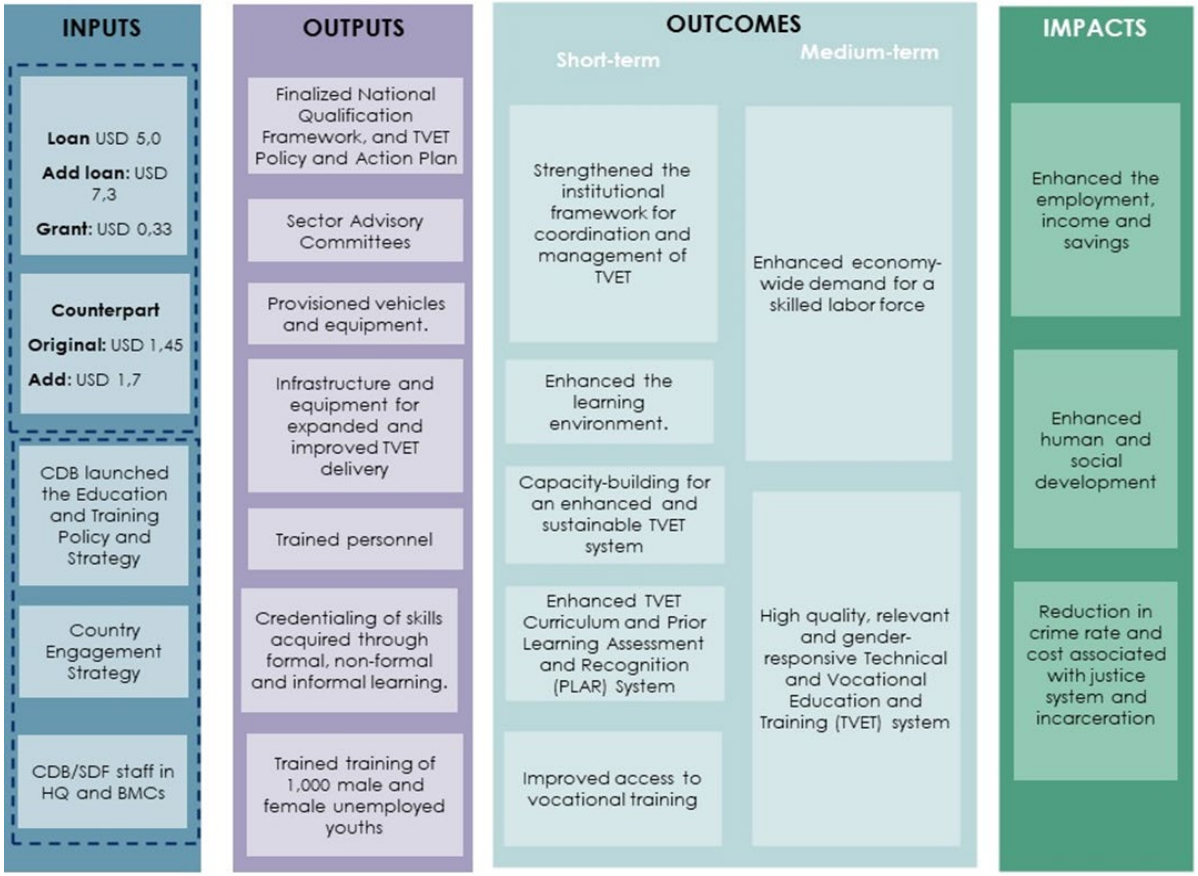
Visual representation of the Theory of Change of the project GEEP 2–Original scope and loan



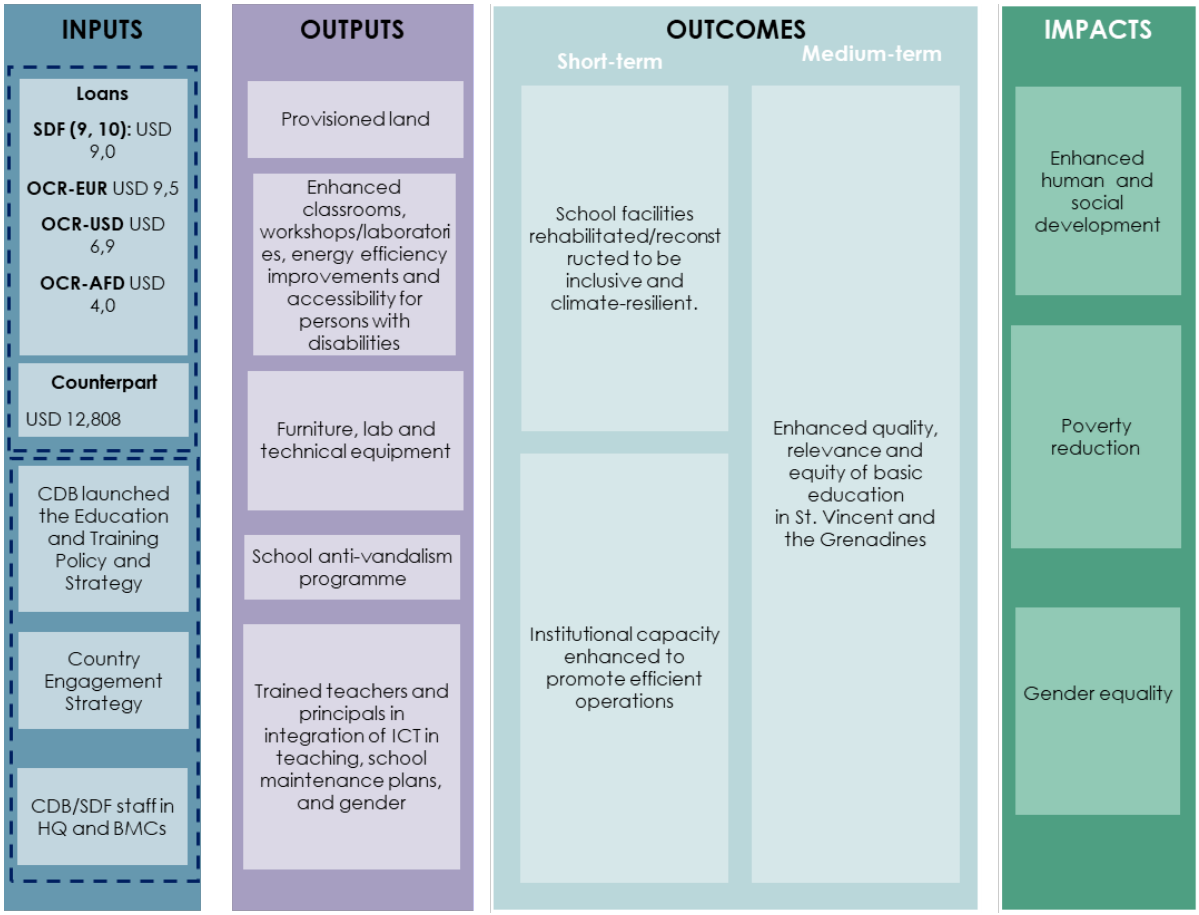
Visual representation of the Theory of Change of the project GEEP 2–New scope and loan



Visual representation of the Theory of Change of the TVET project



Visual representation of the Theory of Change of the SIP



Appendix F Key elements of the risk mitigation plan of the project

Key elements of the risk mitigation plan of the GEEP I and II Projects

Risk type	Description of risk	Mitigation measures
Financial	Credit: Unavailability or inadequacy of counterpart resources	In-kind GOGR contribution
	Macroeconomic and Fiscal Sustainability: Limited fiscal space	Phasing of the project
Operational	Institutional Capacity: A lack of or weak institutional capacity may lead to slow implementation progress and, consequently, delays in project completion	Assignment of an Institutional Strengthening Coordination Team Close coordination between PCU, GOGR, Ministry of Finance and MOEHRDRA
	Cost Overruns: Cost overruns in the absence of detailed designs for all schools included in the project	Estimates for construction based on standard modular layouts and appropriate contingencies applied
	Maintenance: Lack of resources and a systematic plan for maintenance of the infrastructure constructed/ rehabilitated	Development, in consultation with relevant stakeholders, of an initial five-year maintenance plan for infrastructure at each school, annual update of this plan, identification of financial support for GOGR and local communities that are heavily involved with in-kind maintenance support

Key elements of the risk mitigation plan TVET project

Risk type	Description of risk	Mitigation measures
Operational	Effective targeting of ANEW trainees	Collaborators within the Ministry of Education, NQD, ACE and the Community Development Division of the Ministry of National Mobilisation have agreed to jointly coordinate the targeting process
	Lack of resources and systematic implementation of maintenance plan	GOSVG has agreed to submit an initial three-year plan to CDB, which shall be updated annually Staff will also be oriented to their roles in the maintenance of infrastructure
	Articulation: The absence of an implemented NQF	Implementation of a finalised NQF
	Inefficient transportation of students to the TIs	Review and establishment of an appropriate oversight and management

Risk type	Description of risk	Mitigation measures
		structure for the transportation service for secondary schools, as well as the provision of three buses
Implementation	Inadequate capacity for timely decision-making	The EPIU/PC will be supported by consultancy services designed to enhance the project management arrangements. CDB staff will provide more targeted implementation support
	Limited opportunities for industrial linkages:	Facilitating industry attachments for teachers/instructors
	The projected demand for training may not materialise	Annual monitoring programme on the registration of students for TVET programmes
	Non-availability of suitably qualified persons to facilitate training projects	Training of teachers/instructors/lecturers

Key elements of the risk mitigation plan of the School Improvement Project

Risk type	Description of risk	Mitigation measures
Operational	Cost overrun due to project management and implementation failures	Remove some of the administrative burden on the project manager, making room for more effective management CDB's procedure; the costs are reviewed by the PE and the supervising engineer
	Risk to use of proceeds for intended purpose	CDB disbursement policies and procedures
	Delays due to extreme natural hazard events	Slack in the schedule provides some room for completion
Developmental	Risk to the achievement of impact/results	CDB project management mechanisms and project supervision
Institutional capacity/ coordinating	Location of the PCU within Ministry of Finance	The PSC will be chaired by the Permanent Secretary, Ministry of Education
	Disruption to school operations	Relocation of students
Sustainability	Inadequate maintenance of school buildings may impair the sustainability of project outcomes	Maintenance plan

Appendix G References

Project documentation approved by the board of directors:

- Grenada Education Enhancement Project Phase I Grenada, Notification of Approval by the Board of Directors, December 10, 2015
- Grenada Education Enhancement Project Phase II Grenada, Notification of Approval by the Board of Directors, March 25, 2021
- Appraisal report on Grenada Education Enhancement Project Phase II Grenada – Variation in scope and additional loan, Caribbean Development Bank, December 2023

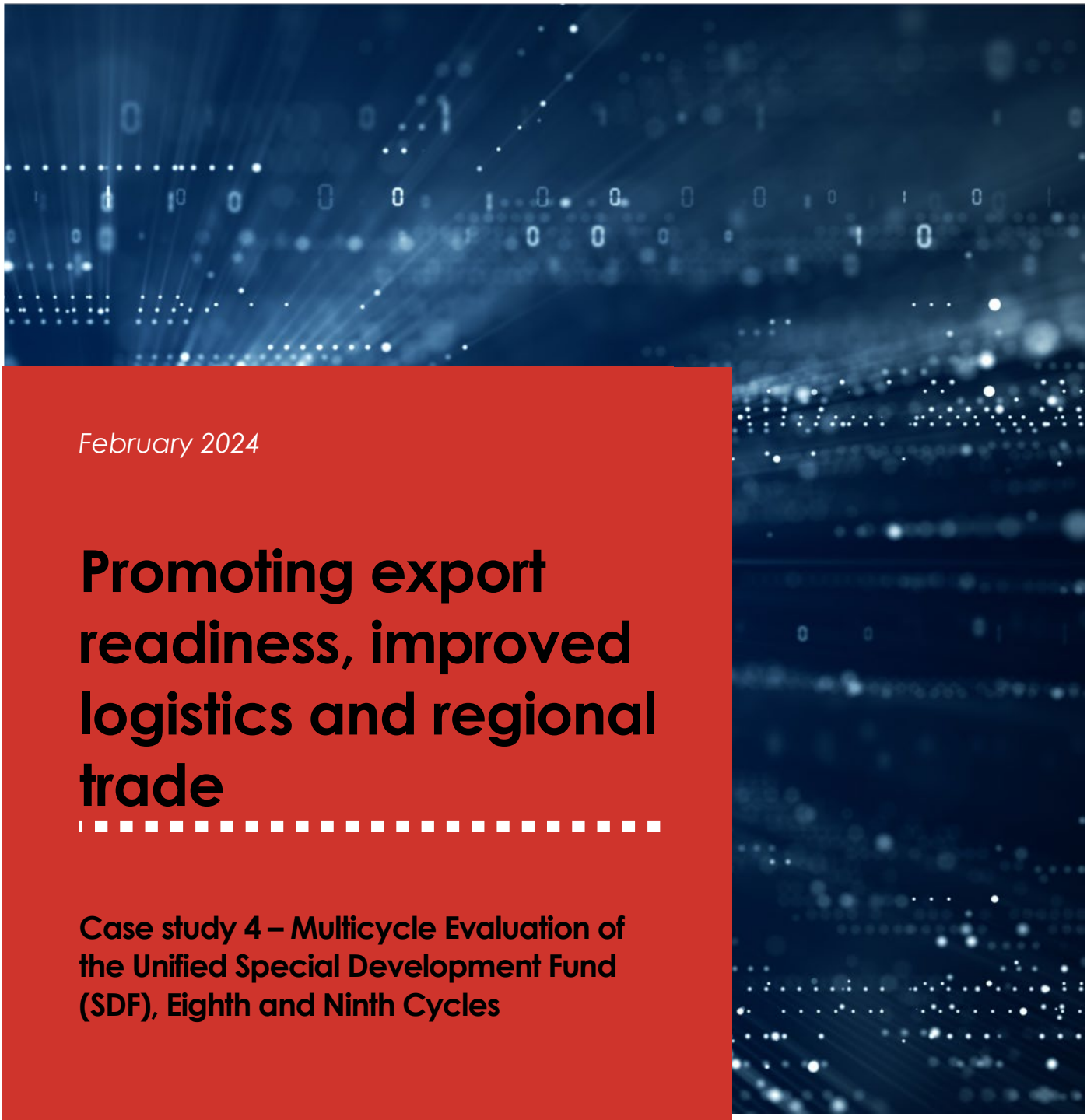
Activities reports:

- Annual Report 2016, Grenada Education Enhancement Project – Phase 1, Ministry of Education, Grenada, December 2016
- Supervision Commentary 2018, Grenada Education Enhancement Project Phase I, Project Portfolio Management System, Caribbean Development Bank, 2018
- Supervision Commentary 2021, Grenada Education Enhancement Project Phase I, Project Portfolio Management System, Caribbean Development Bank, 2021
- Project Supervision Report 2022, Grenada Education Enhancement Project Phase 1, 2022

Other relevant documents:

- Grenada Economic Review 2020, Caribbean Development Bank, 2020
- Education and Training Policy and Strategy, Caribbean Development Bank, December 2004
- Education and Training Policy and Strategy, Caribbean Development Bank, October 2017

technopolis group



February 2024

Promoting export readiness, improved logistics and regional trade

Case study 4 – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

Final version

February 2024

Promoting export readiness, improved logistics and regional trade

Case study 4 – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

Camille Hennion, Léa Renard

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Acronyms

BMCs	Borrowing Member Countries
BNTF	Basic Needs Trust Fund
BNSI	Barbados National Standards Institution
CARICOM	Caribbean Community
CARIFTA	Caribbean Free Trade Association
CDB	Caribbean Development Bank
CFSD	Cassava frogskin disease
CIAT	International Centre for Tropical Agriculture
CROSQ	CARICOM Regional Organisation for Standards and Quality
CSME	CARICOM Single Market and Economy
CVC	Climate Variability and Climate Change
CVQ	Caribbean Vocational Qualifications
DBOS	Dominica Bureau of Standards
EPA	Economic Partnership Agreement
FFS	Farmers Field School
FMR	Factor Mobility Regime
GCP	Government Cooperative Programme
GDP	Gross Domestic Product
KII	Key informant interview
M&E	Monitoring and evaluation
MSME	Micro, small and medium-sized enterprises
NQI	National quality infrastructure
NQP	National quality policy
RCI	Regional Cooperation and Integration
RPG	Regional public goods
RQI	Regional quality infrastructure
RQP	Regional quality plan
SDF	Special Development Fund
SDG	Sustainable Development Goals
SIDS	Small Island Developing States
SIP	Stepwise Improvement Programme
TA	Technical assistance
ToT	Training-of-trainers
TDD	Terminal Disbursement Date
VC	Value chain

Executive summary

This case study focused on the support provided to the Caribbean Region in promoting export readiness, improved logistics and regional trade. In order to have the most complete picture of regional trade in the Caribbean, several projects in different sectors and beneficiary countries have been selected:

- **The Cassava Industry Market Assessment***:* It aimed to evaluate the potential of the cassava industry in Dominica, Suriname and Trinidad and Tobago;
- **The Transport Sector Study and Preparation of a Transport Sector Policy, Strategy and Operational Guidelines**: The main objective was to assess the transport sector across the Caribbean Development Banks's (CDB) Borrowing Member Countries (BMCs) and update its strategy;
- **CARICOM Single Market and Economy (CSME) Factor Mobility Regime (FMR) – Challenges and Constraints, The Way Forward:** This study aimed to formulate recommendations to CARICOM institutions, governments, and other key stakeholders to strengthen the FMR; and
- **Strengthening of RQI Programme – Caribbean Regional Organisation for Standards and Quality**: it focused on enhancing national and regional quality infrastructure (RQI) in Barbados, Dominica and Saint Kitts and Nevis.

The key findings regarding these projects are the following:

- **On relevance:** The projects are relevant and support national and regional strategies for developing and strengthening regional trade. This sector is a development priority for every BMC, as their geography makes them more vulnerable. More precisely, the projects have responded to important needs in the sector — namely, strengthening and updating regional strategic policies and consolidating the market in certain sectors.
- **On implementation and monitoring:** The projects relied on fairly robust monitoring systems when implemented by external partners. There is, however, a gap in outcome and impact data as the evaluators could not access any final evaluation or impact assessments for the projects evaluated. When the interventions are managed by the CDB, as in the case of technical assistance (TA) or studies, we found very little, if any, monitoring data.
- **On achievements of intended outcomes and outputs:** The analysis of the effectiveness of the projects is limited by a lack of project information from both the CDB and the local authorities, as well as a dearth of data on outcome-level changes. However, the projects we analysed did report that they had achieved some of the outcomes they had targeted, thanks to SDF-funded interventions.

1 Introduction

The present report summarises the conclusions of the case study focusing on regional interventions and their contribution to the promotion of export readiness, improved logistics and interregional trade in the Caribbean. This case study has been selected to analyse the extent to which SDF 8 and 9 contributed to their intended outcomes of creating regional public goods (RPGs), reducing regional transport costs and, ultimately, to the intended impact of increased regional trade.

To do so, the evaluation team analysed a sample of relevant interventions funded by the SDF 8 and 9. The sampling criteria were (a) covering both SDF 8 and 9; (b) the size of their budget (preferably large); (c) thematic diversity regarding regional trade and logistics (value chain, infrastructure, standards/norms, regional economic integration); and (d) the availability of documentation, especially on results and performance. This led to the selection of four projects for in-depth analysis.

The case study was conducted based on (a) a review of the strategic and project documentation available; b) qualitative interviews with project managers at the CDB and some of the implementing partners of the projects (CROSQ); and c) a review of the projects' monitoring data and reports, when available.

The main methodological limitation in conducting this case study was the lack of results data for most regional projects identified in the sample. Only two projects provided progress and/or final reports. For the other projects, the evaluators could only review the approval documents. This is especially true for outcome-level data, which were extremely limited in the documentation, making it difficult to gather evidence to analyse outcomes and the contribution of the SDF to these outcomes.

2 Overview of the case study

2.1 General context of the case study

2.1.1 Regional context

The issue of trade integration in the Caribbean has been central to the policy debate for a few decades. Indeed, the 19 BMCs of the Bank are recognised as Small Island Developing States (SIDS).[1] As a result of their insularity, many SIDS face several challenges related to trade, such as high import and export costs for goods as well as irregular international traffic volumes. As noted by the World Bank, given their small market sizes, these states are dependent on exports for efficient product manufacturing.[2] Trade is considered to be an essential lever for development and poverty reduction in the Region as it plays a vital role in job creation.[3] Nevertheless, it can also make the Region more sensitive to shocks in global markets. Recently,

[1] According to the United Nations, "Small Island Developing States (SIDS) are a distinct group of 39 States and 18 Associate Members of United Nations regional commissions that face unique social, economic and environmental vulnerabilities" (See https://www.un.org/ohrlls/content/about-small-island-developing-states).

[2] Trade Matters: New Opportunities for the Caribbean. World Bank. 2015.

[3] Ibid.

the impact of the COVID-19 pandemic on Caribbean services-oriented economies was particularly devastating for exports, with most of these countries experiencing declines in the range of 10.2% (Jamaica) to 18.8% (Saint Lucia).[4] Some national economies took a long time to recover from this crisis, as it weakened the entire supply chain. This illustrates the need to strengthen interregional linkages, as regional integration is a crucial avenue to overcome some of the specific challenges Caribbean countries confront (small local markets, limited domestic competition, small labour force, limited skill base, limited negotiating power in trade agreements, etc.).

The Region has made progress in terms of economic integration with notable steps taken over the past decades.

- In 1968, the Caribbean Free Trade Association (CARIFTA) was established to provide continued economic linkages between several Caribbean islands.

- In 1973, the Caribbean Community and Common Market (CARICOM) was formed to expand trade and economic relations internationally, including further development of activity in global markets. It was established to replace the Caribbean Free Trade Area, which had failed in its mission to develop effective labour and capital policies in the Region.

- In 1989, steps were taken to allow CARICOM to integrate all its member states into a single economic unit. The **Caribbean Single Market and Economy** (CSME) was expected to eliminate all tariff barriers within the Region. The hope was that such an economic union would solve several issues faced by small developing CARICOM economies that struggle to compete with larger international competitors on global markets. When fully completed, the CSME will allow free intraregional movement of capital and labour among the member states. Additionally, member states will share monetary and fiscal policies, and businesses operating in the economic union will have access to a larger market. As of 2021, various aspects of CSME still need to be finalised by the different member states.

If these agreements have already led to significant increases in interregional trade,[5] promoting export readiness, transport logistics, and interregional trade remain key avenues to promote inclusive growth in the Caribbean Region.

The CDB is very active in this sector and has been for a long time. At a policy level, however, we note that CDB does not have a strategic policy on regional trade and integration.

2.1.2 Aggregated data of the SDF portfolio related to regional integration and trade

There was an SDF 8 allocation of **USD10 million for grants** related to regional integration and RPGs.

Under SDF 9, the CDB has allocated **USD4 million in grants** to Regional Cooperation and Integration (RCI) and RPG initiatives and introduced a new set-aside of **USD5 million in loans** to

[4] Strategic Plan Update 2022–2024 "Repositioning for Resilience", Caribbean Development Bank, December 2021.

[5] Trade Matters: New Opportunities for the Caribbean. World Bank. 2015.

encourage BMCs to invest in multi-country and/or regional projects aimed at providing regional public goods. RCI initiatives have focused on removing barriers to intraregional trade to ensure that micro, small and medium-sized enterprises (MSME) have access to regional markets. Regarding grant approvals, SDF 9 grants for RCI and RPG covered different areas but strongly focused on interregional trade and private sector development (11 out of 24 grants covered these areas). The largest grant (USD753,000) was provided to strengthen the Regional Quality Infrastructure (RQI) Programme, a joint initiative by the CDB and the CARICOM Regional Organisation for Standards and Quality (CROSQ).

2.2 SDF-financed sub-project related to regional trade

The table below details the SDF-financed projects related to regional trade and integration that were analysed in greater detail for this case study.

Table 1 – Presentation of projects related to regional trade funded by SDF 8 and 9

Name	SDF cycle	Type	Net approved from SDF (US$)	Total CDB funding (US$)	% Of funding from SDF
Cassava Industry Development –Market Assessment and Technology Validation and Dissemination Hereafter, the **Cassava project**	8	Grant	1,200,000	1,200,000	100% Disbursed to date: 85%
TA – Transport Sector Study and Preparation of a Transport Sector Policy, Strategy and Operational Guidelines – CDB Hereafter, the **Transport sector study**	8	Loan	509,000	509,000	100% Disbursed to date: 92%
CARICOM Single Market And Economy (CSME) Factor Mobility Regime (FMR) – Performance, Constraints, Challenges And The Way Forward Hereafter, **CSME FMR**	9	Grant	150,500	150,000	100% Disbursed to date: 100%
Strengthening of RQI Programme – Caribbean Regional Organisation for Standards and Quality Hereafter, **CROSQ project**	9	Grant	753,000	753,000	100% Disbursed to date:100%

The selection of projects to review in greater depth is based on the following criteria: (a) covering both SDF 8 and 9; (b) the size of their budget; (c) thematic diversity related to regional trade and logistics (value chain, infrastructure, standards/norms, regional economic integration); and (d) the availability of documentation, especially on results and performance.

2.3 The developmental challenge addressed and proposed solutions

2.3.1 *Beneficiaries of the projects*

Given cost consideration, it is not possible to simultaneously conduct project activities in all BMCs that have expressed an interest in a regional trade project, as CDB has 19 BMCs. As a result, in the interest of efficiency, the CDB approach has been to limit interventions to a few countries that are representative of the Region's characteristics and needs. The CDB has two main strategies to ensure that projects are relevant and useful at the regional level:

- Ensure that lessons learned at the project level are disseminated and shared with other BMCs. For instance, during the implementation of the Cassava project (which only involves Dominica, Suriname and Trinidad and Tobago), annual reports and the final report on the proposed project were shared with the agricultural ministries in all BMCs and workshops and presentations were organised. The final beneficiaries of the project were farmers in these three countries.
- Gradually expand its geographic coverage through a new generation of projects. For example, The CROSQ project illustrates how the CDB process gradually supports new BMCs. In 2018, under SDF 9, the Bank approved a grant to CROSQ to strengthen the RQI Programme. The grant focused on enhancing national and regional quality infrastructure (RQI) across CARICOM through three primary interventions in five member states (Antigua and Barbuda, Grenada, Guyana, Saint Lucia, and Suriname). Following the success of this project, three new countries (Barbados, Dominica, and Saint Kitts and Nevis) submitted requests for TA to strengthen their national quality infrastructure (NQI), which were funded through a specific intervention with an SDF 9 grant.

For the last two grants (TA for the transport sector study and the CSME FMR), the direct beneficiary of the funding is the Bank, which oversees and manages various consultancies. Indirectly, all the BMCs are supposed to benefit through the dissemination of recommendations and findings from the financed studies and TA.

2.3.2 *Developmental challenge and proposed solutions*

- Cassava project

CDB's BMCs are, in the main, challenged by low levels of economic output, high debt to Gross Domestic Product (GDP) ratios and unemployment. The Region has become increasingly dependent on food imports, while agricultural sector output, once the primary driver of socio-economic development, has been depressed for several years.

Development of the cassava industry has the potential to make a significant impact through improved agricultural sector output, reduced reliance on food imports, and increased income-generating opportunities for farmers, vendors, cottage industry and commercial enterprises. Increasing consumption of cassava also has health benefits. However, the industry faces several challenges, the most significant being low and inconsistent productivity and relatively high production costs compared to imported alternatives.

As the project aimed to improve the capacity of stakeholders (extension officers, farmers, processors) to increase cassava yields and reduce the cost of production, it would address an

expressed need for private sector operatives. Indeed, they have already developed a range of cassava products, which have found wide acceptance with the public, thereby demonstrating the capacity to move cassava consumption into the mainstream market. Lowering the cost of production will also increase the probability that demand for cassava-derived products will increase.

Table 2 presents the main components of the Cassava project to respond to this challenge. The project evolved over the years: the initial market assessment (in red) has been adjusted and reformulated into the component presented in yellow.

Table 2 Components of the Cassava project

Components	**Planned activities**
Testing of improved cassava varieties	Sourcing improved varieties adapted to agro-ecological conditions and farming systems in selected BMCs
	Using a combination of research station and on-farm methods in keeping with established methodologies and best practice in evaluating improved varieties (including establishing large-scale demonstration plots on farmers' fields in different zones in project countries). The demonstration plots will utilise farmer participatory approaches to supplement the information collected on research stations and identify truly superior varieties by agro-ecological zone/farming system in each country
	Training of Extension Officers in the application of improved cassava production technologies (preparation and selection of plant material, land preparation, soil fertility and management, integrated pest and disease management and other proven best practices)
Market assessment to determine, among other things	The price elasticity of demand for cassava-derived products (composite bread, high-quality cassava flour and cassava chips)
	Appropriate distribution channels and product requirements for marketing
	Recommendations for increasing consumer demand
Conduct a market assessment to verify the existing markets for cassava and its by-products and facilitate improved cassava farmer-buyer linkages	Conduct a market assessment for cassava and cassava-based products, including prices, volumes market, main buyers and final consumer groups (Outputs: Three market assessment studies)
	Based on the market assessment and available production data, describe existing business models for cassava buying enterprises, processors and vendors, covering sourcing of raw materials, profiles of leading cassava producers or groups (suppliers), buying enterprises business profiles, description of how transactions are done, etc. (Outputs: business model descriptions/three country reports)
	Organise cassava grower–buyer workshops and determine critical factors to be addressed to improve market supplies and business transactions, including possible supply agreements, as a basis for policy recommendations (Outputs: 3 country workshop reports and recommendations for policy and developmental actions to upgrade current business models)

- CROSQ project

As markets become more globalised, international products and services increasingly flow across borders. Therefore, the quality of products and services is a key determinant of private sector performance. Trade across borders can help boost development and reduce poverty by generating growth through increased commercial opportunities and investment, as well as broadening the productive base through private sector development and reform.

International standards adopted or developed at the national and regional levels are becoming increasingly important in international trade. For example, they are utilised extensively by the major hotels and retail organisations in developing countries. For tourism destinations like Barbados, Dominica and Saint Kitts and Nevis, hotels, food supply chains and catering groups also usually operate under the rules of their parent company located in developed markets. Therefore, local producers and suppliers of goods and services are often required to comply with international standards adopted or developed at the national and regional levels.

Improving RQI through the promotion of international standards would ensure that products and services produced in the Region meet state-of-the-art requirements and that their business processes are modelled on management system standards recognised worldwide, therefore increasing market opportunities for producers and service providers from the Region and, ultimately, promoting trade.

Table 3 Components of the CROSQ project

Components	**Planned activities**
Development of national quality policy (NQP) using the regional quality plan (RQP) for Saint Kitts and Nevis with Associated Implementation Roadmaps to strengthen the policy and regulatory framework to support NQI development	Identification and assessment of quality infrastructure needs within the context of the RQP. Develop draft NQPs in alignment with the RQP
	Training of quality infrastructure professionals and members of the quality institutions on standards, best practices, and rationale relevant to the NQP to ensure behaviour changes for functional competence on the draft policy and finalise the draft
	Drafting at least a five-year implementation plan with resource and investment needs identified
TA to three metrology calibration laboratories (Barbados, Dominica, and Saint Kitts and Nevis) towards the pre-assessment stage, meeting the requirements of the ISO/IEC 17025 quality management systems (QMS)	Perform a gap analysis on the labs based on the minimum requirements of the ISO/IEC 17025 QMS. This will be followed by TA using the Stepwise Improvement Programme (SIP) to work towards the pre-assessment phase of accreditation, including: – Training of laboratory staff and national accreditation focal points on the standard – Development of quality manuals according to the standard – The conduct of a pre-assessment audit – Procurement of minor equipment

- Transport sector study

One of the CDB's main goals is to make regional trade easier. The Caribbean economies score poorly on various indicators related to trade logistics and facilitation, including when compared to other small island countries. Therefore, improving trade logistics could have a

major impact on trade integration in the Region.[6] But these countries are currently facing several issues when it comes to transport, which significantly impact trade performance in the Region:

- **Institutional and Regulatory Weaknesses**: The structure, staffing, equipment and operational and management systems and processes constrain the effectiveness of key agencies in the transport sector in the Region.

- **Inadequate Maintenance and Capacity of Infrastructure**: The condition and capacity of sections of the road networks and a number of docks, ports, airports and airstrips across the BMCs are in need of urgent improvement to maintain appropriate levels of service.

- **Gaps and Inefficiencies in Transport Services**: Improvements in public transport services in all modes are required to satisfy increasing travel demands in safe, cost-efficient and environmentally sound ways. Women are particularly affected by unsafe and unreliable public transport systems, as they often have more complex commuting patterns than men.

- **Inclusive Development**: The transport sector must meet the needs of a wide range of stakeholders, ensuring gender equity and access for youth and the elderly, and considering the needs of disadvantaged social groups. There is often a lack of cohesion between transport sector development and other national development plans.

- **Road Safety**: A high rate of road traffic fatalities and institutional weaknesses, including traffic accident investigation, weak surveillance, and data reporting, are among the challenges BMCs face. The most vulnerable road users (pedestrians and cyclists) and persons in the community are disproportionately affected by road traffic accidents. Systematic approaches to the issue have not been uniformly applied across BMCs.

- **Finance and Private Sector Participation**: There is a need for appropriate financial arrangements and the mobilisation of private sector resources and competencies to meet the transport sector's needs.

- **Vulnerability to Climate Variability and Climate Change (CVC)**: Much of the major infrastructure is vulnerable to the effects of CVC, including sea level rise; temperature changes and variations; flooding due to changes in rainfall patterns; and storm surges, coastal flooding and wind forces associated with increases in the frequency and/or intensity of tropical storms and hurricanes.

- **Energy Efficiency**: The transport sector is among the largest energy consumers within the CDB's BMCs. The sector also generates high levels of greenhouse gas emissions.

- **Inadequate Data**: The absence of data for project planning, design, cost estimation, measuring operational performance and measuring appropriate sector indicators, etc., continues to affect the sector, which must utilise available technology to address this issue.

[6] Trade Matters: New Opportunities for the Caribbean. World Bank. 2015.

Table 4 Components of the transport study

Components
Assess the transport sector across the CDB's BMCs
Update the current CDB Transport Policy
Develop a Transport Sector Strategy and associated Operational Guidelines for the implementation of the strategy
Deliver one regional workshop to engage transport sector stakeholders on the findings of the assessment, the CDB's proposals for the development of the sector, and BMC perspectives

- CSME FMR

In the context of an increasingly competitive and rapidly changing global economic environment, the ability to respond in a timely and appropriate way is crucial. Moreover, in this dynamic environment, the small economies of the Caribbean face several challenges, such as a modest population base and potential labour force, low growth, a limited skills base and high unemployment rates. Competing effectively in an increasingly globalised economic environment implies a competitive, mobile labour force and capital.

In this regard, creating a single regional labour market is an important strategic component of the Region's response to the global challenge. The process is still ongoing and several dimensions of freedom of movement would allow better trade integration between Caribbean economies, among them the free movement of skills (labour mobility), of service providers and the right to establish business everywhere in the CSME area for self-employed CARICOM citizens.

Table 5 Components of the CSME project

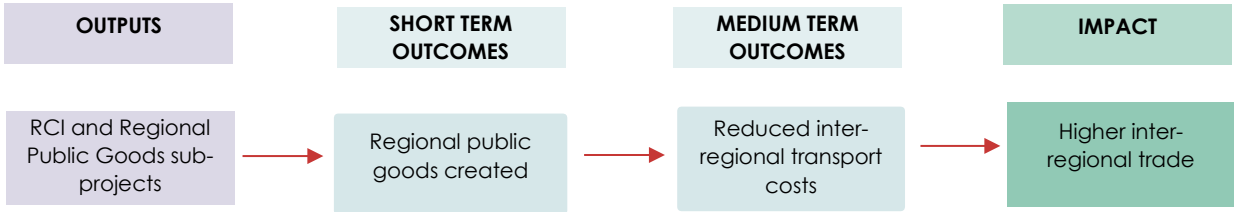
Components
Free movement under the Rights of Establishment, which grants self-employed CARICOM citizens the right to establish businesses anywhere in the CSME Region: – The Rights of Establishment also allow regional companies to establish themselves with their own managerial, supervisory and technical personnel (capital and labour mobility). – The Rights of Establishment provide access to land, capital, buildings and property.
Free movement of service providers to supply their services intra-regionally (labour mobility).
Free movement of skills (labour mobility) which initially applied to five categories of labour (university graduates, media workers, athletes, artists, and musicians) but was subsequently extended to include five other categories (nurses, teachers, artisans with Caribbean Vocational Qualifications (CVQ), holders of associate degrees or equivalent qualifications, and household domestics with CVQ or equivalent qualification).

3 High-level logic chain

What did the project and its operations set out to achieve and through which results pathways?

In the absence of a strategy covering regional trade and integration, the high-level logic chain underlying regional interventions funded by the CDB had to be reconstructed based on the transversal and project documentation. This case study focuses on the effects of SDF 8 and 9 on regional trade and not on single projects.

As established in the Theory of Change formulated for SDF 8 and 9, when it comes to regional trade, the CDB funds RCI and RPG interventions through loans and grants in order to contribute to the creation of RPG and the reduction of interregional transport costs in the medium term, in order to support higher interregional trade in the longer term.



To do so, the CDB funds various types of interventions addressing several of the obstacles that impact the ability of BMCs to trade within the Region and to limit their dependency on external markets. The CDB aims to support the development of local producing capacities and value chains (Cassava project); the improvement of national and Regional Quality Infrastructure to ensure that regional producers are up to standards (CROSQ project); to build consensus on the best solutions to improve the infrastructure that are a prerequisite for the exchanges of goods and services (transport sector study); and to align policies and regulations to facilitate the free movement of service providers and labour (skills) within the Region (CSME intervention).

The table below summarises the main expected outputs and outcomes for the projects analysed in the sample.

Project	Expected outputs	Expected outcomes and impact
Cassava project	• Research plots and associated monitoring systems established • Training-of-trainers (ToT) workshops conducted. • Cassava production tech-packs produced and disseminated to industry stakeholders. • Framework for the establishment andmaintenance of cassava seed banks developed. • Market assessment.	**Outcomes** Enhanced capacity for evidence-based decision-making regarding the development of the cassava industry in selected CDB's BMCs.
CROSQ project	• Development of national quality policy (NQP) with associated	**Outcomes**

	implementation roadmap for Saint Kitts and Nevis. • Provision of TA and equipment to the Barbados National Standards Institution (BNSI), Dominica • Bureau of Standards and Saint Kitts and Nevis Metrology Laboratories.	Enhanced national and Regional Quality Infrastructure across CARICOM Member States, specifically Barbados, Dominica and Saint Kitts and Nevis.
Transport sector study	• Transport sector study completed. Workshop held. • Transport Sector Policy revised. • Transport Sector Strategy completed. • Operational Guidelines for Transport Sector Strategy completed.	**Outcomes** Enhanced operational strategies and policies in line with the Bank's development thrust. **Impact** Enhanced organisational efficiency and effectiveness of CDB.
CSME FMR	• Identification of the key drivers, geographical patterns, quantum and quality of skills concerning the intraregional movement of labour • The level of intraregional capital movements under the Rights of Establishment. • The sectoral (non-export and export) and broader economic impacts as a result of factor mobility in individual countries and across the Region. • The challenges and constraints to implementing the FMR and possible solutions.	**Outcomes** Strengthening the FMR towards greater effectiveness and enhanced economic and social impacts.

One assumed hypothesis underlying the Theory of Change on regional integration is that increased regional trade will generate inclusive growth within BMCs. Only the Cassava project directly takes into account vulnerable communities in the Region (poor farmers), while other interventions articulate how they are likely to lead to inclusive growth or to limit potential adverse effects of increased economic development on vulnerable groups (by increasing economic inequalities for example) only to a limited extent. For example, the transport sector study includes a gender-responsive transport sector strategy as an output but acknowledges that the project will likely have limited potential to contribute significantly to gender equality.[7]

Another critical factor affecting the ability of the CDB to drive wider effects at the regional level is its ability to support the systematic dissemination and diffusion of findings, conclusions, recommendations and lessons learned from its projects beyond the immediate targets to a wider regional audience and other BMCs to help the scaling up of solutions identified through

[7] Transport Sector Study – board document.

single interventions. Scaling up was, for example, well integrated into the design of the Cassava project.

The documentation of the projects presents risk assessments and mitigation plans for each of them. The key elements are presented in the table below.

Table 6 Key elements of the risk mitigation plan of the projects

Risk type	Description of risk	Mitigation measures	Project
Operational	Farmers are unwilling to use their farms as demonstration plots, leading to an inability to prove that technologies are viable for farmers' holdings and, consequently, low uptake of technology	Initially, plots will be established at research stations, and farmers will be exposed to the technology during field days	Cassava project
	Inadequate input from BMCs and key stakeholders	Initial discussions with key stakeholders to seek input for development of the strategy, followed by a workshop involving representatives from all BMCs and relevant stakeholder groups to provide appropriate feedback before finalisation of the strategy	Transport sector study
	Data is not available nor submitted in a timely manner	CDB staff will liaise with stakeholders, and country visits will facilitate access to qualitative data to augment quantitative data gaps	Transport sector study
	The COVID-19 pandemic may continue to affect the Region, resulting in further restrictions related to travel by consultants, suppliers, and service providers. This can result in delays in scheduled activities and equipment delivery	Conduct activities virtually Accelerate the schedule where possible	CROSQ project
	Consultants may have difficulties meeting with the appropriate persons in the BMCs	The Economics Department formally writes to key personnel in each BMC, for example, a Permanent Secretary, to inform the government of the consultancy and request that arrangements be made to facilitate the work of the consultants	CSME FMR
Implementation	Introduced varieties are susceptible to cassava pests and	Planting sourced material will be from reputable research institutions, as tissue-cultured	Cassava project

Risk type	Description of risk	Mitigation measures	Project
	diseases present in the Caribbean. Improved planting material is infested with new pests and diseases. Both factors could have a devastating impact on the industry	plantlets are certified as being free of pests and diseases. Only varieties tolerant to known cassava pests and diseases will be introduced	
Economic	For various reasons, there may be price overruns on components of the approved budget	A Price Contingency has been included in the budget to address this issue. Additionally, since the funding is sourced from UOF, the Bank will undertake the procurements and ensure the procurement guidelines are followed	CSME FMR

4 Case analysis and lessons learned

4.1 Analysis of the project(s) design and its relevance

How well are SDF-supported projects aligned with BMC development priorities and the CDB's/SDF 8 and 9 mandate?

- Cassava project

The proposed intervention is consistent with the Bank's strategic objective of "promoting inclusive growth and sustainable development", and its corporate priority of "supporting rural development and agriculture". The Cassava project was also aligned with the agriculture and rural development of the CDB at the time.[8] Cassava is one of the priority commodities identified by CARICOM member states. The project is therefore tightly linked to the priorities of the BMCs. Furthermore, from the point of view of poverty reduction, the intervention is also highly relevant as beneficiaries are expected to include poor male and female farmers, entrepreneurs/rural residents across the CDB's BMCs. These stakeholders are expected to experience an increase in return on their labour and capital. Finally, as highlighted in interviews and the project's final report, the relevance of this type of intervention has increased throughout the years concerning the food security crisis affecting the Region and the renewed strategic focus of BMCs on food security and food sovereignty.[9] In 2020, CARICOM issued an urgent call to reduce its extra-regional food import, with a target of 25% reduction by 2025 called the "Twenty-five by 2025 Initiative". Cassava is one of the key commodities identified by this initiative.[10]

[8] This strategy was revised recently.

[9] Source: key informant interview (KII).

[10] Cassava project – final technical report.

- CROSQ project

The project aligns directly with CDB's strategic objective of "fostering inclusive, sustainable growth and development, enhancing economic integration and deepening cooperation" and CDB's corporate priority of "improving private sector development and competitiveness". Moreover, the project is consistent with the Bank's SDF 9 Strategic Theme of "supporting the achievement of sustainable development goals (SDGs) targets 8 and 10 and promoting regional cooperation and support for regional public goods".

- Transport sector study

The proposed TA is consistent with three of CDB's strategic objectives and SDF 8 themes of "environmental sustainability and climate change" and "inclusive and sustainable growth". It is consistent with the priority given to the transport sector as a development priority in all of the Bank's BMCs. As highlighted through interviews, the topics of studies conducted by the Bank are selected based on a) the priorities laid out in CDB's corporate policies and (b) the topics critical to BMCs' development process. From that perspective, transport is a "hot button" issue in the Region and is seen as a critical issue to help BMCs reach their development potential. It is an issue for which the regional scale is particularly relevant. For all these reasons, the various studies related to the transport sector and funded by SDF 8 and 9 are very relevant and aligned with the priorities related to regional trade and integration.

We do not have enough data to comment on the CSME FMR project.

Were targeted beneficiaries adequately consulted and involved in designing interventions and formulating objectives?

For the Cassava and CROSQ projects, beneficiaries were consulted to design the interventions and formulate objectives.

- For the Cassava project, the respective agricultural ministries of the three beneficiary countries each signed a Government Cooperative Programme (GCP) Agreement (i.e., an MOU) with FAO in September 2016. Also, stakeholder buy-in was obtained via extensive consultations at inception (as indicated earlier) and the use of participatory methods. Indeed, consultative and participatory methods for stakeholder engagement are powerful tools to bring about sustainable changes and much-needed behavioural shifts over time. These approaches were successfully used to execute the two projects for cassava value chain (VC) development in the beneficiary countries.
- For the CROSQ project, interviews indicate that the interventions were designed upon requests from the three target countries and based on the analysis of the gaps in their NQI, which indicates a level of integration of targeted beneficiaries in the project's design.

Box 1: Lessons learned from the projects on design and planning of interventions

- The dialogue between key implementing partners and CDB for recurring interventions (e.g., FAO, CROSQ) could be reinforced during the design and initial stages of projects to increase buy-in and facilitate implementation. Planning for joint design sessions to design projects will help adapt the interventions to the actual capacities of the partner and integrate their knowledge and expertise in the design of the interventions, therefore improving the overall relevance of interventions. This would also give CDB more visibility on the planning of activities on the ground, hence enhancing the ability of the Bank's staff to avoid duplication of resources in the region.
- It is helpful to include all key implementing partners early in the design of the project to help calibrate the use of resources based on their experience of implementation.

4.2 Analysis of the project(s) implementation and monitoring

***Has the project(s) implementation followed its expected timeline?* In case of delays, what were the main drivers?**

- Cassava project

The inception phase of the Cassava project was lengthy (October 2016 to November 2017) for several reasons: (a) the project was complex and was to be implemented in parallel with the FAO Technical Cooperation Programme (TCP-SLC-36042,) and thus, it was essential to prepare the work plans in close consultation with the countries to ensure buy-in; and (b) there were political and personnel changes in some countries, which necessitated a (re)introduction of the project to the new persons and a change in the mode of implementation, based on the feedback received.

It was recognised that achieving the anticipated outputs in a timely manner required the simultaneous implementation of several project components. However, limited capacities on the ground meant that activities had to be undertaken one after another and not simultaneously. This capacity constraint, coupled with the long production cycle of the cassava crop (10 months and longer), caused **significant delays and required several no-cost extensions of the projects**.

Delays in implementation on the ground, coupled with the year-long duration of the cassava crop cycle, necessitated an extension of the project to September 2020. In August 2020, the Bank granted a further ten-month extension of the project's Terminal Disbursement Date (TDD) to July 2021, considering the delays caused by national lockdowns and other responses to the global COVID-19 pandemic, starting March 2020, in all three beneficiary countries.

Interviews confirmed that the pandemic was very disruptive for the project activities, which included training and engagement with farmers in the three countries. Suriname (and, to a lesser extent, Dominica) were particularly affected as various lockdowns meant that training could not take place as scheduled and hybrid training was not always possible. It must be noted that the SDF modalities allowed enough flexibility for the project teams to adapt.

The project started in 2017 and was supposed to last for three years. In the end, it was officially closed in 2023.[11]

- CROSQ project

The project was impacted not only by COVID-19 but also by the wider disruptions in international supply chains related to the war in Ukraine, which led to challenges in the procurement of equipment necessary for the project. Procurement was an essential component of the project.

We do not have data to comment on the timing of delivery of the two other projects analysed in our sample.

Was there adequate capacity, both within the SDF and the Executing Agencies, to implement the project(s)?

- Cassava project

The Scope of Works, recognizing the complexity of the project, envisaged that a team of consultants would be engaged to carry out the necessary tasks in close consultation with FAO and the respective line ministries in the three beneficiary countries: (a) an agronomist (with expertise in soil science and plant protection); (b) an agricultural economist; (c) a mechanical engineer/agricultural processing technologist; (d) a biometrician/experimental design and analysis specialist; and (e) a marketing specialist.

However, based on experiences with executing similar projects, FAO proposed issuing a letter of agreement to a regional service provider as the preferred modality for implementation. As a result, this service provider would be fully responsible for executing the activities on the ground. The proposal was accepted by the Bank as well as by Dominica and Suriname. Trinidad and Tobago, however, expressed a preference for direct implementation with the FAO team, supported by a full-time National Consultant (paid from project funds).

For the Cassava project, CDB capitalised on the robust working relationships between the CDB and the FAO, both at the HQ and sub-regional levels. Interviews show that the FAO is a well-regarded expert organisation for this kind of intervention in the Region.

However, the project did face challenges in terms of implementation capacities at the country level, especially in Suriname, which led to further delays. The small pool of consultants supporting the project in Suriname was not always available to carry out planned activities. The pandemic further exacerbated this challenge.

- CROSQ project

CDB managed the RQI project and relied on a trusted long-term partner, the CROSQ, to implement the intervention. According to project documentation and interviews conducted for this case study, CROSQ is a "well-oiled" machine[12] and the project benefited from the fluid and very constructive dialogue and collaboration between the CROSQ and the CDB team on

[11] According to a KII.

[12] Source: KIIs conducted for this case study.

the project. According to the project's final report: "*from the very beginning of the project, communication was paramount; it was open and frequent, the CDB representatives made themselves available and the relationship between the CROSQ project team and CDB was quite close-knit and amicable*".

For this project, we find evidence that the CDB team identified possible gaps in capacities early in the project and found ways to remediate the issues to ensure a smooth implementation:

- During the initial procurement process for equipment and the iterative review of the draft procurement documents, CDB realised very quickly that the CROSQ needed more specific procurement assistance and hired a short-term procurement specialist to assist the organisation in completing the procurement documents. This addition of capacity to support the procurement process facilitated the hiring of equipment suppliers to purchase and deliver equipment to the beneficiary countries. This support was perceived favourably by the CROSQ.
- A project officer was also hired and paid with project funds and based at the CROSQ Secretariat in Barbados. Consultants were procured to implement various other parts of the project.

We do not have data or information to comment on the capacities to implement the two other projects.

Have resources been used efficiently? Did the project use the budget as planned? – Were there any resources left unused? – Did the project undergo cost overruns?

- CROSQ project

Even though CROSQ considers that the project had been adequately calculated at the time of the design of the project, it ended up being constrained to an extent by external factors, such as the very high cost of air transport in the Region. The CDB approved a no-cost extension for the project to enable additional equipment to be procured for all three beneficiary bureaus. This extension was possible due to:

- Savings on the first equipment procurement of USD71,740
- Reallocation of the mass consultant's budgeted airfare, per diem and contingency fund to the value of USD29,589

These actions highlight the beneficial agility and flexibility of the SDF procedures and CDB's management to allow for budget reallocation to serve the project's objectives.

On the other end, the CROSQ highlights the weight and complexity of CDB's policies and procedures, especially concerning procurement. CDB provided a solution and reinforced the CROSQ team on procurement but there is a question about the adequacy of the Bank's procurement rules and requirements for some of the companies and how these onerous procedures might impact procurement processes and discourage qualified bidders. As noted by the CROSQ, "dependent on the size and cost of the procurement, the documents CDB requires bidders to complete and submit could be seen as onerous, particularly, if the bidder does not see much, if any, financial gain. Companies may have to devote time and resources to complete these bidding documents, with no guarantee that they may win the bid and if the amount of the bid is seen as small, there may be a chance that some companies will not bid. That can lead to a few or even no bidders for that procurement".

We do not have the data to comment on the other projects analysed for this case study.

Were there adequate monitoring and reporting mechanisms in place to assess the performance of the project(s)?

- The CROSQ project

Adequate monitoring and reporting mechanisms were in place for the CROSQ project. The CROSQ is an experienced partner that started the project with adequate tools and processes to ensure monitoring. The CROSQ project monitoring was carried out regularly and efficiently. During the two-year implementation, quarterly reports were delivered. These offer a good account of the activities carried out and the results achieved without going into too much detail. Each report includes a list of the activities carried out by month; the progress made during the reporting period when it comes to targets; challenges encountered and actions taken; visibility in the media; lessons learned; and a work plan for the following quarter. Project managers on the CDB side were satisfied with the level of visibility they had on the implementation of the project. They highlighted how regular communication was helpful in monitoring the project's progress from CDB's side.

- Cassava project

For the Cassava project, FAO also had a very robust monitoring and evaluation (M&E) plan, with regular progress reports produced for each of the components of the project. There were, in particular, visits in two targeted countries every quarter to work with the partners on the ground (at the ministry level in particular) and monitor the training. From CDB's perspective, if a decent amount of data collected for the project made its way into monitoring reports, the documentation and communication on the implementation field activities could have been more precise and systematic throughout the project. However, we do observe that the final project report produced by FAO is very precise and informative.

The project was supposed to include a final evaluation conducted by the FAO but we were not able to access this document.

- Transport sector study

Interviews show that there are no adequate M&E mechanisms to monitor interventions related to studies and TA. The evaluation team could not access monitoring data or reports beyond the final deliverables. Furthermore, as highlighted through interviews, the departments commissioning research for CDB do not have a monitoring system to track the uptake and implementation of recommendations by technical departments and BMC counterparts.

Beyond robust monitoring systems, we observe an overall lack of available outcome data, which limits the ability of project managers to track overall project performance.

Box 2: Lessons learned on implementation

- Identifying early gaps in capacity (in terms of technical ability, of project management or resources to deliver) is key to find mitigating strategies and limit the impact on the delivery of the project.
- Well-established implementation partners have robust M&E mechanisms on which CDB can rely to supervise project implementation.
- There is a lack of monitoring system to track implementation and outcomes of SDF-funded studies, in particular when it comes to the implementation of recommendations.

4.3 Analysis of the projects' achievement of intended outputs and outcomes

To what extent have the SDF-supported projects achieved or are likely to achieve the planned outputs and short-term outcomes?

- Cassava project

The Cassava project had two main components: technology validation and dissemination, and market assessment. However, the activities and outputs planned in the agreement have been modified to some extent throughout the life of the project. This modification explains why outcomes have been achieved in a slightly different way.

The first component, "technology validation and dissemination", included:

- **Introduction and testing of improved varieties, including related capacity-building**. These workshops gathered 40 people in Dominica, 50 in Suriname and 53 in Trinidad and Tobago. Moreover, it allowed the introduction of certified in-vitro plantlets in the countries: 4 varieties and 118 in-vitro plantlets in Dominica, 6 varieties and 111 in-vitro plantlets in Suriname and 3 varieties and 60 in-vitro plantlets in Trinidad and Tobago.

- **Farmer/Extension training held**: In each country, national Farmers Field School (FFS) Master Trainers (MsTs) carried out events to train new trainers. These new trainers also had the opportunity to conduct training in front of farmers. In total, 107 FFS facilitators and 114 farmers were trained/graduated from FFS.

- The project **procured and delivered three sets of mechanical planters and harvesters**: one set to the Government of Suriname and two sets to the Government of Trinidad and Tobago.

- **The creation of a framework for national cassava seed/gene banks**.

- **Preparation and dissemination of communication materials – manuals, factsheets**. A national Manual on Cassava Production was developed for each country, with country-specific information; eight or nine stand-alone factsheets were extracted from the manual. In addition, eight short videos (2–4 minutes each) were prepared on various aspects of cassava production in Dominica and Trinidad and Tobago. Due to time, logistical and capacity constraints, the videos could not be prepared for Suriname.

Three additional activities that were not in the Grant Agreement led to other outputs:

- Specific activities in Suriname are due to a suspected cassava frogskin disease (CFSD): **several workshops and guidelines for managing CFSD**.

- Obtaining passport information for Suriname and Dominica from the gene bank at the International Centre for Tropical Agriculture (CIAT) was not yet possible because the two countries have not signed the International Treaty for Plant Genetic Resources for Food and Agriculture.

It was recognised that achieving the anticipated outputs in a timely manner required the simultaneous implementation of several project components. However, limited capacities on the ground necessitated those activities be undertaken one after another and not simultaneously. This capacity constraint, coupled with the long production cycle of the cassava crop (10 months and longer), caused significant delays and required several no-cost extensions of the projects.[13]

The second phase of the project involved a **market assessment** to verify the existing and potential markets for cassava and its by-products, as well as grower–buyer workshops to determine critical success factors to improve marketing efficiencies in the three countries. The component included:

- A review of project documents and literature review on the history and current status of cassava production and marketing in the CARICOM area with particular attention to Suriname, Dominica and Trinidad and Tobago.

- The preparation of a work plan and concept note for the implementation of the assignment.

- The completion of four missions — one each in Suriname, Dominica, Trinidad and Tobago and Dominica — to conduct market assessments of the cassava industry. The assessments took the form of focus group meetings and field visits with key VC actors, including groups of (and individual) producers (farmers) and processors (farine, other products), support institutions (exporters, marketing), and buyers (bakeries, supermarkets). Consultations were also held with representatives of private sector entities to solicit their interest in future collaboration concerning the potential of using cassava to substitute barley, wheat, and corn, respectively.

- The carrying out of four missions — one each in Suriname, Trinidad and Tobago, and Dominica — to conduct grower–buyer workshops: 30 people in Trinidad, 34 in Tobago, 30 in Suriname and 17 in Dominica (delayed due to hurricanes).

- The delivery of four market assessment drafts and final reports (four draft and final grower–buyer workshop reports for Suriname, Trinidad, Tobago and Dominica, respectively) and a synthesis report on the market assessment and workshop reports.

The primary outcome of the market assessment, which was to determine the status of the cassava industry in the three countries, was achieved according to the project documentation and interviews conducted for this case study.

[13] Source: project progress and final reports.

The current project did not pursue activities beyond the market assessments. However, the project TCP-SLC-3604 provided co-finance for the procurement of mechanisation equipment and also supported the development of one VC per country from among the VCs prioritised by the countries (based on some of the recommendations of the market assessment). Furthermore, at a request from CARICOM, on behalf of the CPSO, investment profiles were developed for one prioritised cassava product per country. The profiles were prepared and fine-tuned in close consultation with the countries.

- CROSQ project

For the CROSQ project, according to the project reports and interviews, the outcome targets of the project were achieved, and CDB and the CROSQ reported increased demand for lab services, which indicates an interesting uptake of the project. However, there is a lack of outcome data that could help triangulate results further at that level. Recent visits led by the CROSQ team to Saint Kitts and Nevis, Dominica and Barbados highlighted noteworthy results related to the project, such as:

- an increase in requests for calibration of weights for the labs in Saint Kitts and Nevis and Dominica;
- Saint Kitts and Nevis received an accreditation for its food lab; and
- The metrology laboratory supported by the project in Barbados is now providing calibration services for the BNS sector in Barbados.

Components	Planned activities	Achievement
Development of NQP using the RQP for Saint Kitts and Nevis with Associated Implementation Roadmaps to strengthen the policy and regulatory framework to support NQI development.	Identification and assessment of quality infrastructure needs within the context of the RQP. Develop draft NQPs in alignment with the RQP.	Implemented
	Training of QI professionals and members of the quality institutions on standards, best practices, and rationale relevant to the NQP to ensure behaviour changes for functional competence on the draft policy and finalise the draft.	
	Drafting at least a five-year Implementation Plan with resource and investment needs identified.	
TA to three metrology calibration laboratories (Barbados, Dominica, and Saint Kitts and Nevis) towards the pre-assessment stage, meeting the requirements of the ISO/IEC 17025 quality management systems (QMS)	Perform a gap analysis on the labs based on the minimum requirements of the ISO/IEC 17025 QMS. This will be followed by TA using the Stepwise Improvement Programme (SIP) to work towards the pre-assessment phase of accreditation, including: – training of laboratory staff and national accreditation focal points on the standard; – development of quality manuals according to the standard; – the conduct of a pre-assessment audit; and – procurement of minor equipment.	Completed/achieved

Therefore, there are indications of significant project outcomes on QI in the three countries.

For studies and TA projects managed by CDB, the interviews highlight that the likelihood for these studies to have effects at the regional level is increasing thanks to a renewed focus on dissemination strategies and an effort to embark regional stakeholders. This is done through validation exercises with regional stakeholders and, sometimes, through country or regional seminars. All the studies are also presented and discussed at the Board of Directors of the CDB, which representatives from the Region attend. The Economics Department has also established an internal platform to foster dialogue and research: the "Caribbean development dialogue", intended to foster debate and lead to new ideas and partnerships. However, as noted above, there is no real tracking system in place that would allow the CDB to analyse whether recommendations from various regional studies are taken on board by policy-makers, other stakeholders and, indeed, the Bank's own technical department.

What changes in medium-term outcomes occurred at the beneficiary level due to the project(s)?

No data is available to assess medium-term outcomes in the projects analysed for this case study.

To what extent have the benefits continued, or are likely to continue, beyond the end of the interventions?

- Cassava project

Exit strategies and sustainability considerations were included in the design of the Cassava project, which included important components of capacity-building and dissemination of technical findings and solutions, as well as exit strategy workshops in its activities.

The capacity-building methods used — such as training-of-trainers (ToT) and FFS — complemented with continued mentoring and handholding, have been tried and tested globally over many years, with often similar results. The public-private partnerships formed are expected to continue and possibly expand, depending on the uptake of the specific products by the markets and consumers. The project built a significant amount of capacities at the country level, from producer levels to actors in the VC and private and public service providers. The knowledge produced was widely disseminated through information products.

According to interviews, at the farm and producer levels, the benefits might be less likely to continue as various actors from the VC still need equipment and resources to improve their production and processing capacities that were not included in the project.

- CROSQ project

The sustainability of the project results has been laid squarely in the hands of the bureau and, by extension, the Ministry of Trade and the political directorate under which the bureau is situated. The NQP and the associated implementation plan for Saint Kitts and Nevis have given the bureau a framework that can serve as the basis for the sustainability of the project results. The equipment procured and the training have given the bureaus increased capability to carry out their mandates and help to increase trade in the country and the Region. This project was designed around the request of the participating bureaus to the CROSQ, and the project achieved the desired results for the bureaus. Furthermore, the beneficiary countries were asked

for in-kind contributions, which increases the ownership over equipment. It is therefore reasonable to assume that the bureaus will seek to build on these results for further sustainability. Interviews with project managers from CROSQ seem to confirm that this was a strong lever of sustainability that did bear fruit in the three countries targeted.

Interviews with project managers show that the provisions for maintenance costs of the equipment provided by the project have not been included in the design of the intervention. The hypothesis is that, through increased demand for their services (for which they get fees), the labs will be able to become self-sufficient and fund maintenance costs. This hypothesis seems reasonable and, indeed, a sustainable solution. Interviews with CROSQ suggest that this is now becoming a reality with increased services proposed to national stakeholders. A greater integration of the future needs for maintenance (in terms of planning, systematic procedures and funding) could help reinforce the sustainability of the results achieved by the project.

5 Contribution claims and general conclusions

There is a clear lack of data at the outcome level to analyse the SDF's contribution to its intended effects, whether on interregional transport or regional trade. In the absence of a regional strategy for CDB, the overall Theory of Change sustaining the SDF interventions is also unclear.

However, the analysis of the projects funded by the SDF shows that:

- The SDF 8 and 9 have funded relevant interventions that address various dimensions impacting intraregional trade: the need for the implementation of policies and regulations on the free movement of labour and enterprises for increased production capacities for priority commodities (especially related to food security), for improved quality infrastructure to secure markets, and for efficient and inclusive transport infrastructure at the regional level. The interventions are well aligned with the priorities of the BMCs.
- Overall, despite the significant challenges related to COVID-19, some of these projects have managed significant achievements at the regional level. There are some indications that the SDF-funded interventions contributed to positive effects and that sustainability mechanisms were well integrated into the design of the projects. For example, there are therefore indications of significant project outcomes on the quality infrastructure of three countries in the Region. The Cassava project helped lay the foundations for more robust cassava VCs and disseminated results at the regional level. Various factors contributed to the achievements of the regional projects :
    - Strong alignment of the interventions with the priorities of regional MBS and local stakeholders;
    - Buy-in from these stakeholders (ensured by co-funding in particular);
    - Reliance on established collaborations with trustworthy and capable partners (CROSQ, FAO);
    - A close dialogue between the CDB project team and the implementing partners;
    - The ability of some of the projects to identify and address gaps in capacities that would have impeded implementation (e.g., on procurement);
    - Flexibility and the ability to adapt the project in the context of the pandemic; and
    - Integration in the design of some key sustainability features: robust dissemination strategies at the regional level, ensuring buy-in and exit plans.
- Challenges related to the pandemic and disruptions in the international production and trade system have impacted the projects, especially as the Region is still very dependent on outside procurement for some of the required equipment. The capacities of projects to adapt to the pandemic-related challenges varied significantly.
- Overall, the projects relied on fairly robust monitoring systems when they were implemented by external partners. There is, however, a gap in outcome and impact data as the evaluators could not access any final evaluation or impact assessments for the projects evaluated. When the interventions are managed by CDB, as in the case of TA or studies, we found very little, if any, monitoring data.

Appendix A Key project information and analysis of the achievement of intended goals

Cassava Industry Market Assessment and technology validation and dissemination	1
Short description of the project	The Ministries of Agriculture of the Caribbean Community (CARICOM) Member States, through the Council of Trade and Economic Development (COTED) – Agriculture – have requested the assistance of regional institutions in developing the cassava industry in the Caribbean. The proposed programme will build on ongoing and planned public and private sector-driven interventions designed to improve cassava production, productivity, processing and marketing as part of efforts to increase agricultural sector output and income-generating opportunities in the Caribbean Development Bank's (CDB) Borrowing Member Countries (BMCs)
Objectives	Enhance the capacity for evidence-based decision-making regarding the development of the cassava industry in selected BMCs of the CDB
SDF cycle	8
Main SDF strategic theme	Inclusive and sustainable growth, with an emphasis on inclusive growth that will support activities that create and expand economic opportunities, as well as broadening access to those opportunities to ensure that all BMC citizens can benefit; the CDB's cross-cutting theme of Regional Cooperation and Integration
Instrument	Grant
Project sector	Agriculture industry
Geographical scope	Suriname Trinidad Dominica
Intended beneficiaries	Suriname Trinidad Dominica
Executing agency (client)	FAO
Financing	CDB (SDF) USD1,200,000 FAO USD370,000 BMCs USD225,000 Total: USD1,795,000
Disbursement	85% of disbursement
Start date	2016
End date	2019

Strengthening of RQI Programme – Caribbean Regional Organisation for Standards and Quality	2
Short description of the project	Following the success of the CDB-CROSQ Regional Quality Infrastructure (RQI) Project, three countries (Barbados, Dominica and Saint Kitts and Nevis) submitted requests for Technical Assistance (TA) to strengthen their National Quality Infrastructure
Objectives	Fostering Inclusive Sustainable Growth, Development Enhancing Economic Integration and Deepening Cooperation
SDF cycle	9
Main SDF strategic theme	Supporting the achievement of Sustainable Development Goals (SDGs) targets 8 and 10 and Promoting Regional Cooperation and Support for Regional Public Goods
Instrument	Grant
Project sector	Regional Cooperation and Integration (RCI)
Geographical scope	Barbados, Dominica and Saint Kitts and Nevis
Intended beneficiaries	Barbados, Dominica and Saint Kitts and Nevis
Executing agency (client)	Barbados National Standards Institute (BNSI) Dominica Bureau of Standards (DBOS) Saint Kitts and Nevis Bureau of Standards (SKNBS)
Financing	CDB(SDF): USD118,840 EU Standby Facility: USD587,352 CROSQ Commitment: 168,767 Total: USD874,959
Disbursement	Total disbursed to date
Start date	December 2020
End date	December 2022 (planned) – actual end of the project March 2023

Technical Assistance – Transport Sector Study and Preparation of a Transport Sector Policy, Strategy and Operational Guidelines – CDB	3
Short description of the project	As new development challenges and issues are emerging in the transport sector, revising the 1981 Transportation Policy is urgent. CDB, therefore, aims for a transport study to appraise BMCs needs and update the current policy
Objectives	Determine the key issues facing the transport sector across CDB's BMCs and likely to affect the sector over the period 2016 to 2026 and assist in charting the role of the Bank in addressing those issues through the development of (a) a Transport Sector Policy and Strategy for CDB; (b) associated Operational Plan for implementation of the strategy; and (c) to disseminate the results of the services through the delivery of one regional transport sector workshop
SDF cycle	8
Main SDF strategic theme	CDB's Strategic Objectives and SDF (8) themes of (a) Environmental Sustainability and Climate Change and (b) Inclusive and Sustainable Growth
Instrument	Grant
Project sector	Transport
Geographical scope	Regional
Intended beneficiaries	CDB
Executing agency (client)	CDB
Financing	CDB (SDF): USD509,060
Disbursement	92%
Start date	2016
End date	2017

CARICOM Single Market And Economy (CSME) Factor Mobility Regime (FMR) – Performance, Constraints, Challenges And The Way Forward	4
Short description of the project	To deepen and strengthen the regional integration process, CDB requested a study entitled "Caribbean Single Market and Economy Factor Mobility Regime, Performance, Challenges and Constraints, The Way Forward". This study must formulate recommendations to CARICOM institutions, governments, and other key stakeholders concerning the FMR
Objectives	The objective of the study is the identification of: (a) the key drivers, geographical patterns, quantum and quality of skills concerning the intraregional movement of labour; (b) the level of intraregional capital movements under the Rights of Establishment; (c) the sectoral (non-export and export) and broader economic impacts as a result of factor mobility in individual countries and across the Region; and (d) the challenges and constraints in implementing the FMR and possible solutions
SDF cycle	9
Main SDF strategic theme	Special Development Fund 9: Improving capacity for strategic policymaking and coordination and evidence-based decision-making
Instrument	Use of Funds
Project sector	Economic and Social
Geographical scope	Regional
Intended beneficiaries	CDB and BMCs
Executing agency (client)	CDB
Financing	CDB (SDF): USD149,500.00
Disbursement to date	100%
Start date	May 2017
End date	

Appendix B List of interviews

Function and institution	Name
Operations Officer (Agriculture & Rural Development) at Caribbean Development Bank	Malcolm Wallace
Technical Officer, Metrology for CROSQ project	Nicol Best
Director of Economics at the Caribbean Development Bank	Ian Durant
Project Manager, CARIFORUM-EU Economic Partnership Agreement (EPA) and CARICOM Single Market and Economy (CSME) Standby Facility for Capacity Building	Cyril Gill
Results Officer, CARIFORUM-EU EPA and CSME Standby Facility for Capacity Building	Dale Phoenix
Project Assistant, CARIFORUM-EU EPA and CSME Standby Facility for Capacity Building	Melissa Bohne

Appendix C References

- Project documentation approved by the board of directors from the Caribbean Development Bank
  - Cassava industry – market assessment and technology validation and dissemination – regional. Notification of Approval by the Board of Directors, December 2014
  - Technical assistance – strengthening of the regional quality infrastructure programme in Barbados, Dominica, and Saint Kitts and Nevis – regional. Notification of Approval by the Board of Directors, March 2021
  - Technical assistance – transport sector study and preparation of a transport sector policy, strategy and operational guidelines. Notification of Approval by the Board of Directors, March 2016
- Progress and final reports
  - Strengthening of the Regional Quality Infrastructure Programme in Barbados, Dominica, and Saint Kitts and Nevis, Quarterly progress report, Caribbean Development Bank, May 2021
  - Cassava Industry Development – Market Assessment and Technology Validation and Dissemination, Final Technical Report August 2016 – July 2021, Food and Agriculture Organization of the United Nations, August 2021
  - Strengthening of the Regional Quality Infrastructure Programme in Barbados, Dominica, and Saint Kitts and Nevis, Quarterly progress reports, CariForum-EU EPA CSME, 2021–2022
- Other relevant documents
  - Trade Matters: New Opportunities for the Caribbean, World Bank, 2015
  - Strategic Plan Update 2022–2024 "Repositioning for Resilience", Caribbean Development Bank, December 2021
  - Mid-Term Review of The Eight Cycle of The Special Development Fund (Unified), Caribbean Development Bank, 2015
  - Mid-Term Review of The Ninth Cycle Of The Special Development Fund (Unified), Caribbean Development Bank, 2019

technopolis group

March 2024

Supporting Haiti's effort to improve access to enhanced and inclusive agricultural production systems

Case study 5 – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

Draft Version

March 2024

Supporting Haiti's effort to improve access to enhanced and inclusive agricultural production systems

Case study 5 – Multicycle Evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles

Jeliel Darius

Tables

Figures

Acronyms

BAC	Bureau Communal Agricole (in French) – Communal Agricultural Bureau
BMCs	Borrowing Member Countries
BNTF	Basic Needs Trust Fund
CA	Contribution Analysis
CARICOM	Caribbean Community
CBARD	Community-Based Agriculture and Rural Development
CCS	Country Classification System
CDB	Caribbean Development Bank
CDMGs	Caribbean Millennium Development Goals
CGA	Country Gender Assessment
CSP	Country Strategic Plan
DDA	Departmental Directorate of Agriculture
DIA	Direction des Infrastructures Agricoles (in French) – Directorate of Agricultural Infrastructure
DIRAB	Développement des Infrastructures Rurales et Aménagement des Bassins Versants (in French) – Rural Infrastructure Development and Watershed Management sub-programme
EAS	Enhanced Agricultural Systems
ESMP	Environmental and Social Management Plan
GDP	Gross domestic product
GOH	Government of Haiti
ha	hectares
HCO	Haiti Country Office
M&E	Monitoring and evaluation
MARNDR	Ministère de l'Agiculture des Ressources Naturelles et du Développement Rural (in French) – Ministry of Agriculture, Natural Resources, and Rural Development
MEF	Ministry of Economics and Finance
NGO	Non-governmental organisations
PSDH	Haitian Strategic Development Plan (PSDH)
SDF	Special Development Funds
SIRI	Service for Irrigation and Rural Infrastructure
SNRE	Service National des Ressources en Eau (in French) – National Service for Water Resources
TA	Technical assistance
WUA	Water User Associations
WHH	Welthungerhilfe

Executive summary

Through the Special Development Fund, the Caribbean Development Bank (CDB) has consistently supported the Government of Haiti (GOH) in addressing education, nutrition, capacity-building, and agricultural production challenges. In its Eighth and Ninth Cycles (SDF 8 and 9), the CDB focused its assistance on four key areas: (a) basic and vocational education; (b) agriculture and rural development; (c) institutional capacity-building in the public sector; and (d) environmental strengthening.

This case study specifically examines the impact of the CDB's contribution to agriculture and rural development in Haiti through the Community-Based Agriculture and Rural Development (CBARD) project. The study assesses the effectiveness of the CDB's collaboration with the GOH and the added value of this partnership.

The CBARD project aimed to improve access to enhanced and inclusive agricultural production systems in the Northwest Department of Haiti. The project covered eight areas within two municipalities, focusing on 3,400 families, and encompassed the execution of eight sub-projects of infrastructure and services to improve agricultural productivity within the communities in the northwest.

CBARD was implemented in a complex context marked by unforeseen challenges such as Hurricane Matthew in 2016, violent repression in 2019, the assassination of President Jovenel Moïse in 2021, and a 7.2 magnitude earthquake in 2021. Those challenges were the leading cause of the project's 24-month delay.

However, the project achieved its main outputs, especially the ones related to infrastructure building. These accomplishments align with the objectives set by the CDB during its 217th Board of Directors meeting in 2016.

The achievements of the CBARD project include:

- Rehabilitation and construction of infrastructure for the irrigation of 405 hectares (ha);
- Construction of 17.5 kilometres (km) of agricultural dirt roads out of 18 km planned;
- Development of 804.86 ha (for 800 planned)[1] of land in watersheds overseeing irrigated perimeters;
- Plantation of 90,000 fruit and forest tree seedlings;
- Training of 3,347 farmers, out of 3,400 planned, in irrigated perimeters, focusing on improved agricultural production techniques;
- Establishment and strengthening of facilities, agricultural input units, sub-project management committees, and irrigated perimeter management committees;
- Sensitisation and training of 2,800 families on good nutritional practices, managing severe malnutrition in 86 children under five years old and recovering 30 children aged 6–59 months;
- Distribution of hygiene kits and realisation of sensitisation campaign during the COVID-19 pandemic;
- Development of management plans for each of the eight sub-projects to ensure the sustainability of CBARD's achievements; and

[1] 800 ha is presented in all the report activity as the achievement goal, however in the project conception documents this goal was 1,200 ha.

- Creation and reinforcement of Water User Association (WUA) committees for each of the eight sub-projects.

CBARD enabled final beneficiaries to broaden the range of cultivated food items, enhance their earnings through a rise in yield per hectare, and adopt healthier consumption habits.

The success of sub-projects in CBARD stems from a participatory approach and municipal stakeholder involvement, building trust and addressing beneficiary challenges. While crucial, this approach underscores the importance of preliminary technical feasibility studies for project selection. The project's success is also attributed to effective management and dedicated support from a credible implementing agency. The engagement of Welthungerhilfe (WHH) played a pivotal role in addressing unforeseen challenges arising from political and institutional crises.

The active involvement of beneficiary communities, led by individuals with strong community ties, is expected to contribute to the sustainability of interventions post-completion. While local organisations, particularly WUAs, demonstrate the ability to mobilise communities, there is an acknowledgement of their limited capacity to manage enhanced irrigation systems fully. Strengthening these capacities is crucial for ensuring interventions' long-term sustainability.

Despite expected technical sustainability, an April 2023 assessment revealed finishing problems in some areas due to poor materials and masons' incompetence. Specific issues were noted in "Fond Ramadou", and challenges, like insufficient water flow, were identified in "Loubier/Ravine Cadette". Minor drainage problems were reported in Beaudin/Coicou, raising concerns about long-term effectiveness.

1 Introduction

This case study focuses on the support provided to Haiti to enhance agricultural productivity in the Northwest Department. It has been carried out as part of the multicycle evaluation of the Unified Special Development Fund (SDF), Eighth and Ninth Cycles. This case study has been selected to analyse the extent to which SDF 8 and 9 contributed to their intended outcomes of improving access to enhanced and inclusive agricultural systems in the Northwest Department.

In the framework of SDF 8 and 9, the Caribbean Development Bank (CDB) has funded the implementation of several projects to help the Government of Haiti (GOH) face challenges related to education, nutrition, capacity-building and enhanced agricultural production. **This case study covers only the Community-Based Agriculture and Rural Development Project (CBARD), implemented from 2016 to 2023 in the Northwest Department.**

This project has been selected in the scope of the evaluation for the following reasons: (a) selection of a project on Haiti due to the specific importance of Haiti for the CDB and the SDF; (b) rural development is one of the main priorities of SDF in Haiti; (c) the CBARD project has started in 2016 and is in the closing phase; and (d) among the projects in Haiti, the CBARD project stands out as one with the largest budgets, coupled with a significant 85% disbursement rate. Analyses can thus be made of the project's results and sustainability.

The evaluation team used a desk review to analyse the achievement of the project's objectives according to the indicators set during the appraisal phase. Qualitative interviews were conducted with stakeholders in the project implementation and focus groups with the project's final beneficiaries were also used to study the project's relevance, efficiency, effectiveness, and sustainability (see Appendix B and C for the list of interviewees and documents).

Regarding limitations, it is crucial to note that this case study did not include a technical analysis of the infrastructure constructed and renovated under the CBARD framework. This constraint was due to the unfeasibility of conducting a field mission in Haiti, as the current ongoing crisis prevented the evaluation team from conducting site visits, thus hindering the possibility of a technical assessment. In this regard, our conclusions are based on the technical evaluation of the infrastructure constructed and renovated under CBARD carried out by the Ministry of Agriculture, Natural Resources and Rural Development (MARNDR), the state institution of the GOH responsible for validating activities undertaken within the framework of CBARD on behalf of the GOH.

2 Overview of the case study

2.1 General context of the case study

Haiti formally became a member of the CDB in January 2007. With 27,750 km^2 (10,714 sq. mi), it is the third largest country in the Caribbean. The Northwest Department, where the CBARD was implemented, is around 40 miles from the windward passage, the main route for merchant cargo ships that connects, via the Panama Canal, the east coast of Asia to the Americas and the west coasts of Europe and Africa.

However, despite its desirable and competitive geographical position, **Haiti was ranked 163rd out of 191 countries on the Human Development Index in 2022**. In 2023, the country ranked 115th out of 125 countries in the Global Hunger Index, a composite measure of undernourishment, child wasting, child stunting and child mortality. The country has the lowest Gross Domestic Product (GDP) per capita (USD1,745) among the Latin American and Caribbean countries.

Amid a persistent political and institutional crisis, coupled with violent gangs vying to take control of business districts, Haiti remains one of the world's most vulnerable countries to natural hazards, hurricanes, floods, and earthquakes. More than 96% of the population is exposed to these shocks[2]. The main pillars of the Haitian economy, and therefore the sources of household income, are agriculture (up to 51% in rural areas), commerce and small businesses (27%), tourism and travel (14%) and construction (8%).[3]

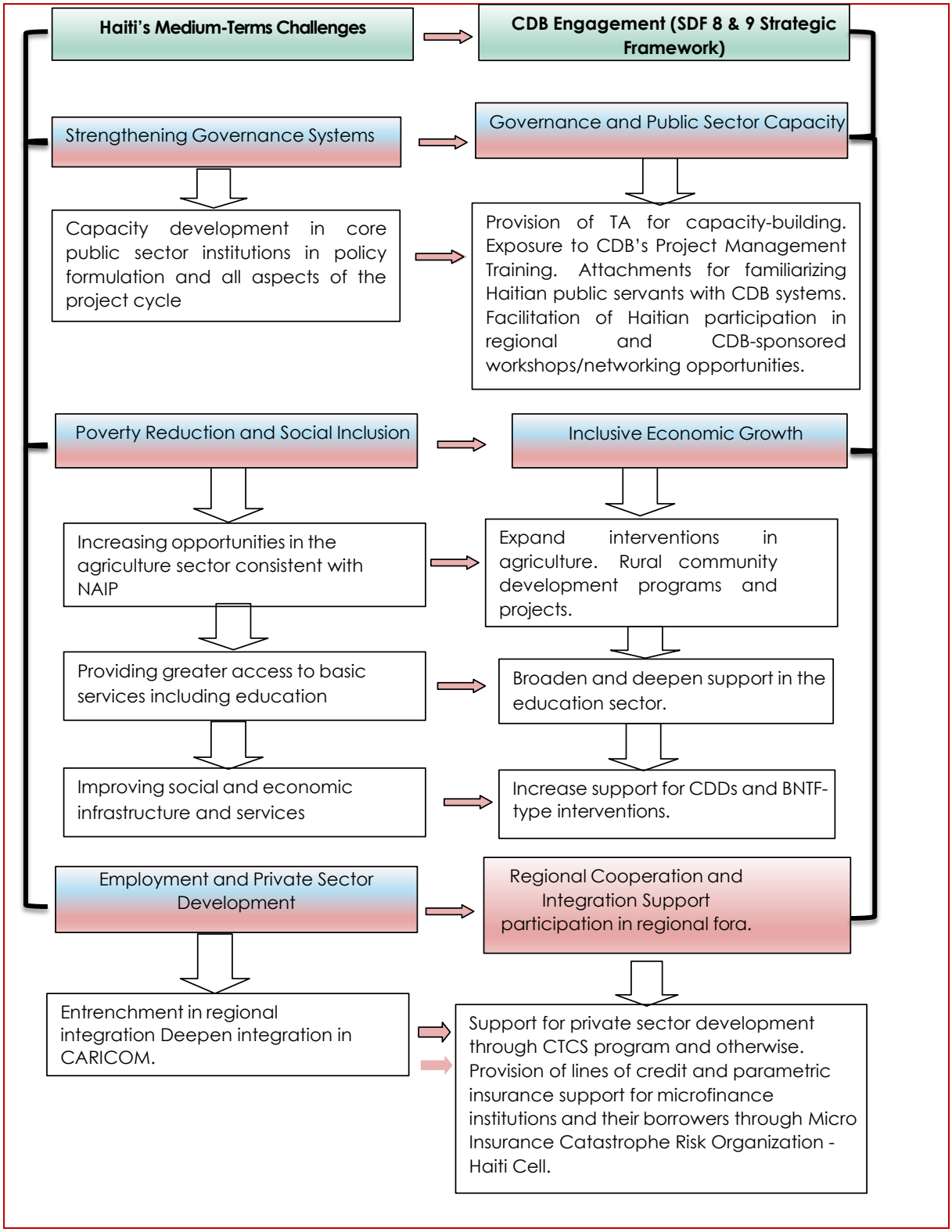
In this precarious economic context, with political instability and extreme vulnerability to natural hazards, the CDB **supports the GOH's development agenda. The CDB concentrates its support for Haiti in four principal areas representing core areas of country needs and areas where the Bank has both experience and solid technical capacity**. These areas are (a) education at the basic level and for vocational training; (b) interventions in agriculture and rural development; (c) institutional capacity-building in the public sector; and (d) strengthening the environment for private sector growth. Figure 1 maps Haiti's near-to-medium-term challenges and areas of intervention by the Bank according to the negotiated SDF 8.[4]

[2] Overview. (n.d.). World Bank. Retrieved February 20, 2024, from https://www.worldbank.org/en/country/haiti/overview.

[3] Viceisza et al. 2020. Poverty and Malnutrition in Haiti: Findings from Nord-Est and Centre Departments. Research Technical Assistance Center: Washington, DC.

[4] CDB, 2012 Special Development Fund (Unified), Haiti: Charting a way forward, A paper for Special Development Fund 8 negotiations.

Figure 1 Haiti's near-to-medium-term challenges and CDB engagement



Source: Special Development Fund (Unified), Haiti: Charting a way forward, A paper for Special Development Fund 8 negotiations, Caribbean Development Bank, 2012.

Tables 1 and 2 provide the list of projects funded by the Bank under SDF 8 and SDF 9. It is essential to underline that CBARD has received funding from SDF 8 and SDF 9.

Table 1 List of Haiti projects funded by the CDB under SDF 8

Name	Client	SDF Theme	Amount (USD)	Disbursed (USD)
Support for Haiti to meet commitment to Caribbean Catastrophe Risk Insurance Facility for the 2013–14 hurricane season	GOH	Environmental Sustainability and Climate Change – Grant	2,570,000	2,570,000
Education For All Project Phase II	GOH	Inclusive Social Development and Sustainable Growth – Grant	11,000,000	11,000,000
Sanitation and governance training programme – Haiti	CDB	Capacity-building – Grant	211,000	176,448
Support for Haiti to meet commitment to Caribbean Catastrophe Risk Insurance Facility 2015–2016	GOH	Environmental Sustainability and Climate Change – Grant	2,377,250	2,377,250
Improving the climate resilience of development projects in Haiti through the roll-out of the Caribbean climate online risk and adaptation tool	CDB	Environmental Sustainability and Climate Change – Grant	69,635	61,108
Technical and Vocational Education and Training Project II –Haiti	GOH	Inclusive Social Development and Sustainable Growth – Grant	12,510,000	9,601,801
Support for Haiti to meet commitment to Caribbean Catastrophe Risk Insurance Facility 2016–2017	GOH	Environmental Sustainability and Climate Change – Grant	3,500,000	3,018,798
Emergency Relief – Hurricane Matthew	GOH	Environmental Sustainability and Climate Change – Grant	200,000	100,000
Community-Based Agriculture and Rural Development (CBARD)	GOH	Inclusive Social Development and Sustainable Growth – Grant	8,000,000	7,223,011
Support for the Establishment of a Specialised Micro and Small Business Financing Assessment Unit within the Federation Le Levier – Haiti	GOH	Capacity-building – Grant	500,000	500,000

Source: CDB: SDF 8 Loans and Grants.

Table 2 List of Haiti Projects Funded by the CDB under SDF 9

Name	Client	SDF Theme	Amount (USD)	Disbursed (USD)
Support for Haiti to meet the commitment to the Caribbean Catastrophe Risk Insurance Facility 2017–2018	GOH	Building Resilience to CC and Natural Disaster Events – Grant	3,500,000	3,468,492
Building capacity for disaster risk management and climate resilience project, Ile-à-Vache – Haiti	GOH	Building Resilience to CC and Natural Disaster Events – Grant	4,604,100	45,000
Support for the establishment of a cultural and creative industries innovation fund – Haiti	CDB	Support for SDGs – Grant	250,000	247,199

Name	Client	SDF Theme	Amount (USD)	Disbursed (USD)
Support for Haiti to meet the commitment to Caribbean catastrophe risk insurance facility segregated portfolio company for the 2018–2019 hurricane season	GOH	Building Resilience to CC and Natural Disaster Events – Grant	3,000,000	3,000,000
Support for Haiti to meet the commitment to Caribbean catastrophe risk insurance facility for the 2019–2020 hurricane season	GOH	Building Resilience to CC and Natural Disaster Events – Grant	3,000,000	3,000,000
Support for training in geospatial mapping for rural Haiti	GOH	Support for SDGs – Grant	748,400	293,276
Support for Haiti to meet commitment to Caribbean catastrophe risk insurance facility for the 2020–2021 policy period	GOH	Building Resilience to CC and Natural Disaster Events – Grant	3,000,000	3,000,000
Institutional strengthening of the Ecole Nationale d'Administration Financière (the National School of Financial Administration) ENAF	GOH	Support for SDGs – Grant	313,270	116,960
Quality enhancement in public education – Republic of Haiti	GOH	Support for SDGs – Grant	16,000,000	15,722,719
Community-based agriculture and rural development I & II	GOH	Support for SDGs – Grant	8,000,000	7,223,011

Source: CDB: SDF 9 Loans and Grants.

2.2 The developmental challenge addressed, proposed solution and beneficiaries

In March 2016, the CBARD project, funded through SDF 8 and SDF 9 with a total amount of USD8 million, was approved by the CDB to address challenges faced in the Northwest Department of Haiti. This region was selected due to its **heavy reliance on agriculture and prevalent issues such as food insecurity, malnutrition, vulnerability, and limitations in market access due to inadequate infrastructure**. The selection of the Northwest Department was also influenced by practical operational considerations, acknowledging the **challenges posed by natural disasters, climate change impacts, and limited access to markets**.

The CBARD, executed over 48 months starting in September 2016, aimed to improve access to enhanced and inclusive agricultural production systems in the Northwest Department. The project covered eight areas within two municipalities, focusing on 3,400 families.

The primary indirect beneficiary of the CBARD is the **Ministry of Agriculture Natural Resources and Rural Development of Haiti (MARNDR).** MARNDR is responsible for formulating and overseeing the implementation/monitoring of Haiti's agriculture and rural development policies, strategies, rules, and regulations. Headquartered in Port-au-Prince, MARNDR comprises 17 technical departments, including the technical Directorate of Agricultural Infrastructure (DIA), which oversees the regulation and validation of adherence to technical standards in the construction and rehabilitation of irrigation infrastructures. At the departmental level, MARNDR operates the Departmental Directorates of Agriculture (DDA), which are responsible for executing, coordinating, and monitoring policies, strategies, and activities. DDA teams include agricultural engineers, agronomists, and agricultural technicians.

DDAs carry out activities at the municipal level through Communal Agricultural Bureaus (BACs); 40 BACs oversee field activities, support the establishment and operation of irrigation

associations, monitor various actors' actions, provide information and advice to stakeholders, and engage in data collection and information dissemination.

While MARNDR, through DDAs (with technical support from the DIA), is legally responsible for administering irrigated schemes established with public support, system management and maintenance responsibilities have been devolved to the Water User Associations (WUAs). Currently estimated at around 150 across Haiti, numerous irrigation schemes/WUAs are inactive due to limited human and financial resources.

To guarantee the project's execution, MARNDR contracted Welthungerhilfe (WHH)[5] to meet the preliminary requirement of the SDF's first disbursement. WHH has been active in Haiti for 43 years, engaging in agricultural areas, rural development, food nutrition and security, disaster risk reduction, natural resource management, and providing support to civil society. Project focus areas include Haiti's Northwest, North, and Northeast Departments. WHH adopts a systemic approach to address agricultural development in Haiti, emphasising watershed maintenance, the development of irrigation systems, and the enhancement of arable land, particularly in regions that supply water to lowland irrigation areas.

2.3 CBARD: components and sub-projects

The project has been implemented to enhance and make agricultural production systems in the Northwest Department of Haiti more accessible and inclusive. The outcome is achieved by providing infrastructure and services to improve agricultural productivity within the communities in the northwest. The project actively engaged communities throughout all stages of its cycle.

The CBARD is structured around two primary components:

- **Enhanced Agricultural Systems (EAS)**

  This component co-financed a set of demand-driven sub-projects. Sub-projects are likely to include:

  - Upgrading of existing irrigation infrastructure and the construction of new infrastructure.
  - Rehabilitation/upgrading of watersheds linked to irrigation systems/arable land.
  - Capacity-building and technical assistance (TA) to male and female farmers and farmer groups linked to new and existing irrigation schemes/ production centres.
  - Modernisation of existing essential infrastructure and equipment and construction/purchase of new essential equipment to support crop production, transportation, storage, and marketing.
  - Monitoring and evaluation (M&E).

- **Project Management**

  This component anticipated additional project implementation and monitoring costs, including annual technical and financial assessments, audits, and end-of-project impact evaluation.

[5] WHH is a German non-denominational and politically independent non-profit and non-governmental aid agency aiming at enhancing local capacity to ensure the sustainability of interventions. The organisation collaborates closely with local authorities and civil society organisations during the project design and implementation. It delivers its projects through country offices supervided by the Head Office in Bonn, Germany.

The project's execution involved eight sub-projects aligned with similar objectives and components, collectively contributing to CBARD's overall success. The cumulative results reflect the positive outcomes achieved across these individual sub-projects.

Table 3 List of sub-projects executed within the framework of the CBARD

Sub-project name	Sub-project cost (USD)	CDB finance (USD)	Expected area for Irrigation infrastructure construction/rehabilitation in hectares (ha)
Baudin/Coicou	890,028	780,139	30
Bazin/Bois d'Or	ND	ND	60
Charon-Cadette/Lourbier	759,166	656,277	20
Digoterie	977,020	858,131	60
Fond Ramadou	485,856	433,149	20
La Gorge	1,301,281	1,156,392	80
La Valtiere	1,101,599	947,223	75
Sauval	1,075,447	948,558	60
Total	**6,590,397**	**5,346,720**	**405**

Source: CBARD Rapport Narratif Intermédiaire 1 to 11, WHH 2018 to 2023

The sub-projects were anticipated **to enhance agriculture production infrastructure and services and bolster stakeholder capacity**. These investments aimed to boost production and productivity by ensuring a continuous water supply during crop life, increasing the number of crop cycles annually, facilitating improved access to climate-smart agricultural technologies, and minimising post-harvest losses. Although some agricultural products generated by the project were expected to be marketed, the primary advantage of these investments was anticipated to be the enhancement of food and nutrition security for residents of the Northwest region.

The sub-project selection was conducted through a consultation involving the final beneficiaries, the BAC, and local authorities, such as mayors and other executive public agents at the municipal level. It adhered to the following eligibility criteria:

- Being part of the main components of the CBARD as outlined in the financing agreement between the GOH and the CDB.
- Considering the productive infrastructure approach focused on integrated watershed management (with an upstream-downstream approach for each considered watershed).
- Not exceeding 100 ha per sub-project.
- Addressing a real and prioritised need identified by the communities.
- Not being exclusively affiliated with any political group.
- Not benefiting a restricted group of beneficiaries.
- Being identified in an area with development potential.
- Adhering to the limits set by the CDB and the GOH regarding the average cost per hectare.

- Demonstrating the capacity and commitment of the Water Users Association (WUA) to ensure self-management after financing.
- Not having a significant negative impact on the environment, both physically and socially, including an Environmental and Social Management Plan (ESMP).

3 Theory of Change of the project

The following Table details the inputs, activities and expected results of the CBARD project.

Table 4: Visual representation of Theory of Change of the project

<table>
<tr><th>Project</th><th>Inputs</th><th>Outputs</th><th colspan="2">Outcomes</th><th>Impact</th></tr>
<tr><td rowspan="4">Community-Based Agriculture and Rural Development (CBARD)</td><td rowspan="3">CDB: USD8,000,000

WHH: USD800,000

GOH: USD700,000</td><td rowspan="2">Infrastructure and Watershed Rehabilitation</td><td colspan="2">Improved access to enhanced and inclusive agricultural systems in the Northwest Department of Haiti</td><td rowspan="4">Enhanced agricultural production and productivity in selected areas in the Northwest Department of Haiti increased in a sustainable manner</td></tr>
<tr><td>Short-Term</td><td>Medium-Term</td></tr>
<tr><td>(a) At least 70% of trained farmers (male and female) apply improved climate-smart agriculture techniques
(b) User fees on irrigation systems collected by WUAs cover at least 70% of annual. operations and maintenance costs</td><td>(a) Male and female farmers in intervention areas produce at least three crop cycles per year
(b) Yields/ha of basic crops increased by 25% for female and male farmers
c) At least 40% of farmers on irrigated schemes increase vegetable production</td></tr>
<tr><td>Beneficiaries USD500,000</td><td>Capacity-building and TA</td><td>All irrigation schemes have established WUA, with at least 20% of the WUA management committee represented by female farmers.</td><td>(a) WUAs formed and adopted sustainable Operations Plans.
(b) At least 70% of farmers (at least 30% female) complete training modules on climate-smart agriculture techniques</td></tr>
</table>

Source: Evaluation team based on primary and secondary data collected

4 Case analysis and lessons learned

4.1 Analysis of CBARD project relevance and design

The CBARD project is aligned with Haiti's development priorities and the CDB/SDF mandate. Notably, it is aligned with the 2017–2021 Country Strategic Plan (CSP) for Haiti, adhering to its development priorities outlined in the Haitian Strategic Development Plan (PSDH) in May 2012. Additionally, the GOH launched a programme in 2012 aimed at combating hunger and malnutrition, with one of its priority areas being the revitalisation of the agricultural sector. The programme primarily focused on the development and rehabilitation of hydro-agricultural facilities. The Triennial Agricultural Revitalization Plan (2013–2016) and the National Agricultural Development Policy (2010–2025) aim to increase national agricultural production by developing and strengthening production activities within irrigation systems. The project falls under the Rural Infrastructure Development and Watershed Management (DIRAB) sub-programme of MARNDR.

The project also responds to the development challenges facing the Department of Northwest. This region is characterised by a chronic food insecurity situation, especially in the four municipalities of the lower northwest. This situation results from the combined effect of several factors:

- The geographical location, which exposes the area to natural disasters;
- The Foehn effect;
- The El Niño phenomenon;
- The isolation of communities; and
- The weakness of agricultural production, which is the primary source of income for residents.

This situation is exacerbated by climate change, leading to disruptions in rainy seasons and the strengthening of prolonged and intense drought periods. The various components proposed in the CBARD align with MARNDR's policy on irrigation, including the rehabilitation and extension of irrigated perimeters, capacity-building for irrigator associations for management transfer, agricultural development aiming to increase and diversify agricultural production and productivity, securing yields, and watershed management for the protection of downstream irrigation systems. Hence, the integrated watershed management approach is proposed within the CBARD framework.

The definition of the project involved various relevant stakeholders in Haiti. The project's formulation involved collaboration with key stakeholders, including BAC of the Northwest, local authorities, and the WUA. This collaborative approach aimed to consider local conditions and foster the engagement of final beneficiaries, creating the basis for the long-term sustainability of the project outcomes.

During focus groups, final beneficiaries confirmed effective communication during the distinct implementation phases and expressed satisfaction with this consultation process. However, they expressed dissatisfaction with the disparity between the quantity of water made available by some sub-projects irrigation infrastructure and the intended irrigation areas.

This issue arises from the lack of an initial technical analysis to assess if the watersheds of the selected sub-projects possessed adequate water flow to irrigate the anticipated agricultural areas. This omission led to inadequate water resources for irrigation, notably affecting the Charon-Cadette sub-project. To address this challenge, WHH had to construct three reservoirs, each with a capacity of 150m^3, to guarantee a sufficient water supply for irrigating the 20 hectares of Charon-Cadette.

The project's relevance also lies in its ability to adapt to the evolving Haitian context over the project implementation period. The evaluation team also assessed, within the CBARD framework, the responsiveness of SDF 8 and 9 cycles to evolving challenges faced by the Haiti Northwest Department. Notable challenges in Haiti from 2016 to 2023 include (a) Hurricane Matthew in 2016; (b) violent repression in 2019; (c) the COVID-19 pandemic; (d) the assassination of President Jovenel Moïse in 2021; (e) a 7.2 magnitude earthquake in August 2021; and (f) persistent political and institutional crises along with violent gangs vying for control of business districts.

The earthquake in August 2021 and the COVID-19 pandemic led to food scarcity following the closure of the Haitian–Dominican border. Consequently, the CDB facilitated fund reallocation to support awareness training and provide hygiene kits to beneficiaries. Short-cycle crops were also introduced to mitigate the effects of the border closure.

WHH, well-versed in the evolving Haitian context, has secured financial arrangements, aided by its headquarters, to mitigate unforeseen events and administrative challenges associated with changes in leadership at MARNDR that may impact the CBARD implementation timeline.

Box 1: Lessons learned

- Participatory approach and the involvement of all municipal stakeholders have positively influenced the success of sub-projects. Beneficiares reporte that it enhanced trust in the project management team and the feeling that the tasks were executed on their behalf, addressing the challenges they had articulated.
- While the participatory approach and the involvement of all municipal stakeholders have positively influenced the success of sub-projects, it remains crucial the need to conduct feasibility studies to select sub-projects.
- Recruiting WHH was a key factor of the project success as stakeholders and technicians from the MARNDR acknowledged that persistent political and institutional crises posed unforeseen challenges, which could have affected the project implementation without the expertise of the WHH office in Haiti.

4.2 Analysis of the project(s) implementation and monitoring

One of the specificities of implementing the SDF project in Haiti is the support of the Haiti Country Office (HCO). It has provided effective support and has helped offset some of the difficulties associated with MARNDR's lack of capacity to manage projects financed by international donors.

CBARD was expected to be implemented in 48 months. After three extensions authorised by the CDB, the project was finally completed within 72 months. WHH, the project executing agency, attributes this two-year delay to unforeseen circumstances arising from the climate of violence and the control exercised by gangs over crucial transportation routes for materials. Additionally, administrative constraints linked to ministerial changes at the MARNDR level have been identified as contributing factors. WHH officials have further underscored delays in file processing at both the MARNDR and Ministry of Economy and Finance (MEF) levels.

Interviews with officials from MARNDR and WHH revealed that the HCO frequently intervened to facilitate their interactions with the Ministry of Economics and Finance. These interventions

frequently assisted in pinpointing obstacles and advancing specific requests, contributing to the improved functioning of CBARD.

Furthermore, the HCO has contributed to the improved supervision and monitoring of CBARD. Apart from the biannual CBARD implementation reports prepared by WHH, evaluation studies were commissioned by the CDB and facilitated by the HCO. Despite commendable ratings and efforts, the supervisory capacity of the HCO remains limited to project activities and the CDB's support of the GOH. Implementing agencies lean towards frequently prioritising outputs over long-term outcomes in their reporting. Assessing long-term outcomes of CDB support on the GOH should be a priority for the HCO, which currently lacks sufficient human resources to fulfil both the roles of facilitator and project supervision and monitoring.

In response to the 2018 Country Strategy Evaluation findings, which underscored the well-staffed country offices of other multilateral and bilateral donors and major non-governmental organisations (NGOs) in Haiti, the Bank's management committed to enhancing the number of supervisory engagements conducted by project supervisors for each project. Additionally, they pledged support to the HCO during and between supervision missions to enhance the quality and timeliness of project implementation. However, due to the security context, these missions did not take place and supervision by Barbados teams remained below requirements[6].

Concerning the efficient utilisation of resources, there is no indication of misallocation in connection with the first component of the project carried out by WHH. The only exception is the Charon-Cadette sub-project, which, per the MARNDR BAC head, should not have been implemented due to the low flow in its watershed.

Concerning the monitoring system, it was resumed for some field missions made by BAC, the DIA of the MARNDR, the HCO, and a mid-term evaluation. The field visits conducted by MARNDR aimed primarily at ensuring the successful completion of the irrigation infrastructures and adherence to specified criteria regarding quality and sustainability.

The project monitoring was based solely on measuring the accomplishment of outputs. There is a lack of data on the measurement of outcomes. The HCO could not undertake this task due to a lack of human resources, and the BAC could not either due to a lack of competence. The MARNDR headquarters responsible for carrying out this activity encountered similar challenges of displacement due to the prevailing insecurity in the country.

Despite the capacity of the SDF to adapt to the evolving Haitian context, some stakeholders within MARNDR criticised the rigidity of Donation Agreements and the complexity of amendment procedures, hindering substantial adaptation to certain unforeseen events or needs. For instance, they referenced the "Loubier/Charon-Cadette" sub-project, which the Môle Saint Nicolas BAC had proposed replacing with another sub-project due to the low flow rate of the watershed. However, this suggestion was disregarded because CDB had already approved the sub-project.

They also emphasised the rigid nature of the Grant Agreement, which hindered the reallocation of financial resources from creating a startup fund for agricultural entrepreneurs who had undergone capacity-building training within the CBARD programme. Establishing offices for the BAC in Môle Saint Nicolas faced obstacles due to the inflexibility of procurement methods.

[6] SDF 10 Mid-Term Review.

Box 2: Lessons learned

- The implementation of HCO helped facilitating communication between the CDB and the GoH and serving as a liaison among various stakeholders involved in project implementation.
- However, despite its efforts and the crucial role it played in the implementation of the project, the HCO lacks adequate resources to ensure project supervision and monitoring.
- Enhancing the capabilities of BACs is essential for the proficient assessment of projects.

4.3 Analysis of the project's achievement of its intended outputs and outcomes

The report from the supervision mission conducted in April 2023 provided a comprehensive overview of CBARD's accomplishments, assessing that the outputs achieved **align with the project's objectives** established by the CDB during the appraisal phase. The achieved outputs compared to the expected outputs are presented in Table 5.

The achievements of this project can be attributed to the participatory and community approach adopted by the CDB and the expertise of WHH.

The project contributed to a significant yield increase in the irrigated areas. WHH has documented an average increase of 200%. The beneficiaries are sensitised to consume more healthily. The CBARD also built and gave the initial stock to five agricultural intrants' boutiques in the sub-projects implemented areas. Even with limited funding, the examined small-scale projects contributed to yielding substantial effects in their targeted areas, encompassing job creation, community enhancement, and local development. One of the reasons for the success of this case study relied on the project management's ability to integrate the community in all phases of the project implementation.

While participation was not the final objective of the CBARD, it has played a pivotal role as a tool for the project's success. Past experiences in Haiti have demonstrated that when communities are excluded from projects created and executed for their benefit, they perceive these initiatives as a guise for NGOs and the Government to profit at their expense. This lack of involvement leads them to neglect those projects' outputs and, in some cases, results in the destruction of the infrastructures of those projects during popular uprisings.

Box 3: Beneficiary stories of change

- "I used to grow plantain in this area, which takes nine months. I had no choice but to cut trees to make charcoal to survive in the midtime. Now, I cultivate pepper and okra in addition to plantain. I make good money out my plantation thanks to the disponibility of water".
- "It is the first NGO coming to this region to sit with us, ask us about our needs and solve them with us and for us".

Source: Video Report of CBARD project published by Welthungerhilfe on its YouTube channel [7]

Nevertheless, despite the training provided, the WUAs MARNDR officials in the BAC and the headquarters stated that the WUAs still need more training and coaching to manage the infrastructure adequately. BAC officials in Jean Rable and Môle Saint Nicolas's implementation have identified issues concerning the management of financial resources, resistance to payment from specific users of irrigated areas, and conflicts regarding the water distribution process. Consequently, the BAC has frequently been called upon to act as a mediator in such situations.

There have been limited efforts to improve the institutional and operational capacities of the BACs. Each BAC received a standardised set of resources from CBARD, including a vehicle, a laptop, a printer, an overhead projector, and a motorcycle. No additional office equipment or supplies were obtained for the BACs despite their challenges with electrical energy, internet connectivity, and adequate office facilities. Additionally, there is no evidence of specific training being offered to their staff as part of CBARD implementation. Furthermore, the failure to construct offices for the BAC in Môle Saint Nicolas has left stakeholders of the Ministry of Agriculture, Natural Resources, and Rural Development (MARNDR) without offices. Establishing the BAC office in Môle Saint Nicolas was a significant outcome for institutional strengthening. However, despite the availability of funds, it could not be executed due to disagreements on the procurement process and the repartition of responsibilities between WHH and MARNDR.

[7] https://www.youtube.com/watch?v=WznMmeUb0is.

Table 5 General expression of the results achieved by the project

Component/ results	Expected results at project implementation	Results obtained as of this date	Execution
	Irrigation system for 400 ha of land, built and rehabilitated	Irrigation system for 405 ha	101%
	18.5 km of agricultural dirt roads rehabilitated	17 km built	91%
	2 km of concrete track agricultural roads built	0 km built	0%
Development And Management of Watershed	800 ha of land are developed on the watersheds that oversee the irrigated perimeters	804.86 ha developed	101%
	Eight watershed management plans are developed	Eight watershed management plans are developed	100%
	20 km of roads stabilised in the watersheds targeted by the sub-projects	23.06 km of ravines stabilised	115%
	One ESMP is developed	One ESMP is developed	100%
	90,000 seedlings of fruit trees and forest trees meeting the needs of the producers are grown and planted	90,000 seedlings of fruit trees and forest trees planted	100%
Agri. enhancement	3,400 producers in the sub-watersheds trained	3,347 producers trained	98%
Social Engineering	Five WUA facilities to house are built and furnished with agricultural intrants	Five facilities to house are built and furnished	100%
	Eight WUA sub-project management committees are established and strengthened	Eight WUA sub-project management committees established	100%
Nutrition	3,400 families are sensitised and trained on good nutritional practices	2,860 families are sensitised and trained on good nutritional practices	84%
	500 children under the age of 5 suffering from severe malnutrition are managed and healed	86 children under the age of 5 suffering from severe malnutrition managed	17%[8]

Source: CBARD Rapport Narratif Intermédiaire 1 to 11, WHH 2018 to 2023

Concerning the project's sustainability, from a technical standpoint, the infrastructure developed under the project is expected to endure, according to the WHH and MARNDR officials. However, according to the results of the assessment mission conducted in April 2023, there were finishing problems in the sub-projects in Charon-Cadette and Fond Ramadou due

[8] The project implementation team explained that they did not find many cases of malnourishment.

to the inferior quality of the local materials used and the lack of competence of the masons. There are also minor drainage issues in the Beaudin/Coicou sub-project.

The positive benefits of enhanced agricultural production and improving living conditions for the final beneficiaries are at risk without continuous support from local authorities. Presently, the WUAs cannot autonomously oversee the management of irrigated plots. Despite developing a management plan for each sub-project under the CBARD framework, there is no indication of a budget allocation from public funds or other financial partners of the GOH for the post-CBARD maintenance and management of the infrastructures.

5 Contribution claims and general conclusions

The CBARD project covered in this case study was conceived and designed according to the CDB's SDG and the Haiti CSP. It allowed the CDB to support the GOH in facing challenges related to the lack of access to adequate agricultural infrastructure in the Northwest Department, the reduction of poverty, and the improvement of its cooperation with the GOH. All the project outputs have been met. Additionally, the CBARD enabled final beneficiaries to broaden the range of cultivated food items, enhance their earnings through a rise in yield per hectare, and adopt healthier consumption habits.

The main claims and conclusions can be summarised as follows:

- Despite limited funding, the small-scale projects produced substantial results in their target areas, such as job creation, community improvement and local development. The technical and financial support provided to people in the Northwest Department's rural communities helped increase their incomes and mitigate the consequences of neglect.
- The project's achievements were due to good management and the dedicated support of a solid and credible implementing agency. The engagement of WHH (Welthungerhilfe) was a key factor in the project's success, as stakeholders and MARNDR technicians recognised that the persistent political and institutional crises posed unforeseen challenges, which could have halted the project without the expertise of the WHH office in Haiti.
- The involvement of the beneficiary communities throughout the project, led by people with strong community ties, is expected to ensure the maintenance and sustainability of the interventions once the projects are completed.
- The involvement of the beneficiaries (farmers and local agents) in all project phases, together with the support of other key actors (DDA, BAC, local organisations and authorities), was crucial to achieving the results. This participatory approach created a more conducive climate for project implementation and the development of local human and material resources. This collaborative environment facilitated the resolution of problems that arose throughout the project and, according to some stakeholders consulted, contributed to improving communities' resilience, solidarity, and unity.
- Local organisations, especially Water User Associations (WUAs), can mobilise their communities. This capacity is especially evident when projects address crucial community needs. Despite training and capacity-building, these organisations recognise their inability to take over total management of enhanced irrigation systems. Improving these capacities is a crucial factor in ensuring the sustainability of interventions.
- The need for preliminary studies to assess the technical feasibility of the investments is highly critical. In the case of this project, the lack of sufficient water for irrigation in one of the sub-projects made additional, unplanned investments necessary to meet the project's goals.
- The HCO implementation helped facilitate communication between the CDB and the GOH. It also acted as the liaison among various stakeholders in project implementation. Despite its commendable efforts and pivotal role, the HCO faces resource constraints, hindering its ability to ensure comprehensive project supervision and monitoring.
- Enhancing the capabilities of BACs is essential for effectively monitoring and evaluating projects.

Appendix A Key project information

Project name: Community-Based Agriculture and Rural Development (CBARD)		**Project No: GA20/HAI**
Short description of the project	The outcome will be achieved by providing infrastructure and services geared towards improving agricultural productivity in communities in the Northwest Department. In keeping with community-based methodologies, the project will utilise participatory and transparent processes whereby communities will be engaged at all stages of the project cycle.	
Project components	Co-finance a menu of demand-driven sub-projects. Sub-projects are likely to include: – Upgrading of existing and construction of new irrigation infrastructure. – Rehabilitation/upgrading of watersheds linked to irrigation systems/ arable land. – Capacity-building and TA to male and female farmers and farmer groups linked to new and existing irrigation schemes/production centres. – Upgrading of existing and construction/purchase of new critical infrastructure and equipment in support of crop production, storage and marketing. – Monitoring and evaluation. – Project management – Provision of incremental costs associated with project implementation and monitoring.	
Objectives	Improving access to an enhanced and inclusive agricultural production system in the Northwest Department of Haiti	
SDF Cycle	SDF 8 & SDF 9	
Instrument	Grant	
Project Sector	Agriculture	
Geographical scope	Focus: Northwest Department Beneficiary country (groups): Haiti	
Intended beneficiaries	Ministry of Agriculture, Natural Ressources and Rural Development (MARNDR)	
Executing agency (client)	Name: Welthungerhilfe. Country: Germany Type: NGO	
Financing	Current approved amount (SDF). Total project counter-part financing Welthungerhilfe. GOH Beneficiaries	USD8 million USD0.8 million USD0.7 million USD0.5 million
Disbursement	Total disbursed to September 30, 2023	USD7 million[9]
Start date	September 30, 2016	

[9] This amount only takes into account the first component of the project for which USD7 million was assigned.

End date	September 30, 2023[10]

[10] Initially the project was programmed to end on December 31, 2021. Due to accumulated delays, the CDB has allowed three prologations.

Appendix B List of interviews

Name	Institution	Position
Fritz-Gérald LOUIS	Ministry of Economy and Finance (MEF)	Directeur
David MOMPOINT	Ministry of Economy and Finance (MEF)	Haiti Director, CDB B.O.D
Daniel ALTINE	CDB-HCO	Operations Officer
Jean Thomas FERDINAND	Ministry of Agriculture and Rural Development	Focal Point GA20/HAI North-West
Elgo EUGENE	Ministry of Agriculture and Rural Development	Procurement Officer
Charité LOUIS	Ministry of Agriculture and Rural Development	Northwest Department Director
Jordany CHARLES	Ministry of Agriculture and Rural Development	Director of the BAC of Môle Saint Nicolas
Agr Marc ANTONIO	Ministry of Agriculture and Rural Development	Director of the BAC of Jean Rabel
Annalisa LOMBARDO	WelthungerHilfe	Country Director
Gabriel FRÉDÉRIC	WelthungerHilfe	Senior Operations Officer
Fedner LESPÉRANCE	WelthungerHilfe	Project Director
Franciot WANELUS	WelthungerHilfe	Project Officer

Appendix C References

Project documentation approved by the board of directors from the Caribbean Development Bank

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- Haiti Country Strategy Paper 2017–2021, Caribbean Development Bank, December 2017 (Paper BD 147/17)
- Haiti Country Strategy and Programme Evaluation 2007 – 2015 – With Management Response, Caribbean Development Bank, March 2019

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- Community-Based Agriculture and Rural Development Project – CABARD PROJECT Northwest – Haiti Supervision Mission, April 20 TO April 25, 2023, Caribbean Development Bank, April 2023
- Jean Robert J. Noel, Jean Edgard Janniton And Vernet Jospeh, Audit Technique du Projet « Agriculture et Développement Rural Basés sur les Communautés » Nord-Ouest Haïtil, Caribbean Development Bank And Welthungerhilfe, December 2020
- Projet « Agriculture et Développement Rural Basés sur les Communautés »» Rapport Narratif Intermédiaire No 1, WeltHungerHilfe, Juillet 2018
- Projet « Agriculture et Développement Rural Basés sur les Communautés »» Rapport Narratif Intermédiaire No 2, WeltHungerHilfe, Janvier 2019
- Projet « Agriculture et Développement Rural Basés sur les Communautés »» Rapport Narratif Intermédiaire No 3, WeltHungerHilfe, Juillet 2019
- Projet « Agriculture et Développement Rural Basés sur les Communautés »» Rapport Narratif Intermédiaire No 4, WeltHungerHilfe, Janvier 2020
- Projet « Agriculture et Développement Rural Basés sur les Communautés »» Rapport Narratif Intermédiaire No 5, WeltHungerHilfe, Juillet 2020
- Projet « Agriculture et Développement Rural Basés sur les Communautés »» Rapport Narratif Intermédiaire No 6, WeltHungerHilfe, Janvier 2021
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