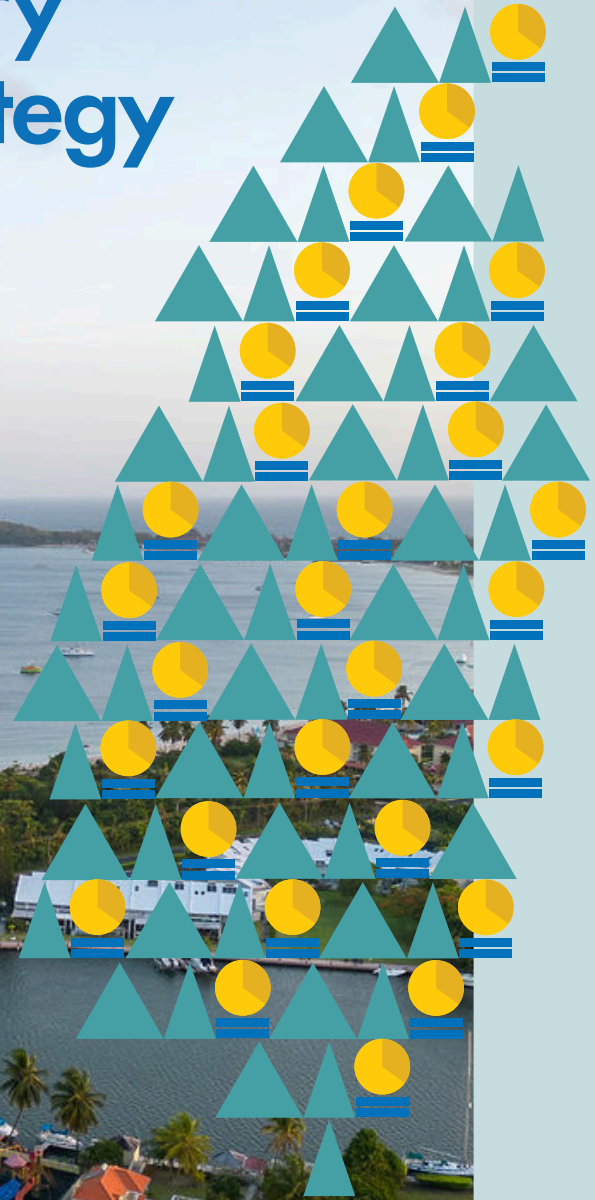


Evaluation of the Caribbean Development Bank Saint Lucia Country Engagement Strategy 2020-23

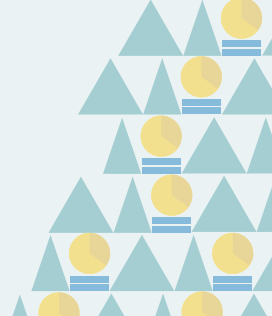
Volume 2: Evaluation Report Annexes



Office of
Independent Evaluation



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ACRONYMS AND ABBREVIATIONS

AESD	Agriculture Engineering and Soils Department	HDI	Human Development Index
CARPHA	Caribbean Public Health Agency	HIV	Human Immunodeficiency Virus
CDB	Caribbean Development Bank	ICT	Information and Communication Technology.
CES	Country Engagement Strategy	IDB	Inter-American Development Bank
CIF	Cost, Insurance, and Freight	IDP	International Development Partners
COVID	Coronavirus Disease of 2019	KII	Key Informant Interview
CPA	Country Poverty Assessment	LFS	Labour Force Survey
CSPE	Country Strategy Programme Evaluation	LOC	Ninth Line of Credit
DEAS	Department of Extension and Advisory Services	LUCELEC	Saint Lucia Electricity Services Ltd
DOF	Department of Forestry	MOESJE	Ministry of Equity, Social Justice and Empowerment
DRR	Disaster Risk Reduction	MSME	Micro, Small and Medium-sized Enterprises
ECE	Early Childhood Education	MTDS	Medium Term Development Strategy
ECG	Evaluation Cooperation Group of Multilateral Development Banks	MTR	Mid-term Reviews
EIB	European Investment Bank	NCPD	National Council of and for Persons with Disabilities
ERG	Evaluation Reference Group	NEMAC	National Emergency Management Advisory Committee
FGD	Focus Group Discussion	NIC	National Insurance Corporation
GDI	Gender Development Index	NIPPU	National Integrated Planning and Programme Unit
GDP	Gross Domestic Product	NURC	National Utilities Regulation Commission
GESI	Gender Equality and Social Inclusion	OECS	The Organisation of Eastern Caribbean States
GOSL	Government of Saint Lucia		
GWTF	Inter-agency Task Force on Gender and Water		

OIE	Office of Independent Evaluation	UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
PBL	Policy Based Loan		
PMDU	Prime Minister’s Delivery Unit	UNICEF	The United Nations Children’s Fund
PMU	Project Management Unit	USD	United States Dollar
PSR	Project Supervision Reports	WASCO	Water and Sewerage Company INC
RAG	Red, Amber, Green Rating System	WRMA	Water Resource Management Authority
RCI	Regional Cooperation and Integration	YEA	Youth Economy Agency
RIO	Resident Implementation Officer	YEP	Youth Empowerment Project
RMF	Results Management Frameworks		
SBDC	Small Business Development Centre		
SDF	Strategic Accountability Office		
SIDS	Small Island Developing States		
SLAFY	Saint Lucia Agriculture Forum for Youth		
SLDB	Saint Lucia Development Bank		
SLHTA	Saint Lucia Hotel and Tourism Association		
SLNRWP	Saint Lucia Network of Rural Women Producers (SLNRWP)		
SMART	Specific, Measurable, Achievable, Relevant, and Time-bound		
SPS	Social Protection System		
SSN	Social Safety Net		
TVET	Technical, Vocational Education and Training		
UHC	Universal Health Care		
UNDP	United Nations Development Programme		



ANNEX A – EVALUATION MATRIX

Table 1. Intended Results (GOSL development/CES pillar outcomes) and CDB contribution to these

Criteria, Evaluation Questions and Indicative Sub-Questions	Judgement Criteria	Analytical Methods	Data Sources	
			KIIs / FGDs	Documents
<p>Effectiveness</p> <p>EQ1: To what extent did CDB's interventions make progress towards the outputs, outcomes and strategic objectives set out in the CES and linked interventions?</p> <ul style="list-style-type: none"> 1.1 What is the status of delivery of the outputs and outcomes of the interventions? 1.2 How effective was progress towards the achievement of CES sector outcomes? 1.3 Have CDB's operations and interventions had unintended results? 1.4 What role has CES engagement played in achievement of CES results, and how does this compare with other key factors? 	<ul style="list-style-type: none"> Achievement of results as defined in CES RMF and plausible CDB contribution to results Identification of results beyond those in the evaluation ToC Explanatory factors will be identified and examined under Relevance, Coherence and Efficiency but summarised here 	<p>1 3</p>	<p>CDB staff</p> <p>Private sector</p> <p>Civil society</p> <p>Final beneficiaries (schools, MSMEs etc.)</p>	<p>CDB CES, PSRs; PCR, appraisals (EQ1), evaluations/reviews (EQ2)</p>
<p>Sustainability</p> <p>EQ2: What is the likelihood that the results which have been achieved will be sustained?</p> <ul style="list-style-type: none"> 2.1 To what extent did CES interventions support strengthening of national systems? 2.2 To what extent did integration of cross-cutting priorities such as gender, good governance, and climate change resilience support sustainability of results? 2.3 What other key factors that enabled or constrained the sustainability of CES results? 	<ul style="list-style-type: none"> Extent to which results are expected to be sustained in the medium to long-term. Extent to which CDB interventions supported organisational capacity strengthening. Extent to which other key factors supported sustainability of results 	<p>1</p>		

Purple: EQs linked to CES engagement case study; Green: EQs linked to CES monitoring case study

1. Thematic analysis

2. Strategic alignment assessment

3. Plausibility analysis

4. RMF Quality Assessment

5. Stakeholder engagement/ coordination mapping

6. Disbursement analysis

7. Timeline mapping

	Criteria, Evaluation Questions and Indicative Sub-Questions	Judgement Criteria	Analytical Methods	Data Sources	
				KIIs / FGDs	Documents
Relevance	<p>EQ3: To what extent did the CES/ CDB's support from 2020-24 align with Saint Lucia's development needs?</p> <ul style="list-style-type: none"> 3.1 To what extent were CES planned/actual interventions from 2020-24 aligned with the original 2020-23 Medium Term Development Strategy (MTDS) and 2021-26 MTDS? 	<ul style="list-style-type: none"> Degree of alignment of CES planned and actual interventions with needs identified within the GOSL MTDS's covering 2020-24; rationale for any limited alignment 	1 2		CES paper; GOSL MTDS 2020-23 and 2021-26
	<p>EQ4: To what extent were planned and actual CES interventions aligned with CDB's corporate priorities?</p> <ul style="list-style-type: none"> 4.1 To what extent were CDB's Strategic Plan's cross-cutting areas of good governance, RCI, GESI and digital transformation mainstreamed in the design and implementation of CDB's interventions? 	<ul style="list-style-type: none"> Degree of alignment of CES interventions with CDB corporate strategies Degree of integration cross-cutting areas at design and implementation stages, with rationale for any instances of limited integration 	1 2	CDB staff; GOSL; other executing agencies; project consultants	CES paper; CDB corporate strategies
	<p>EQ5: Were the CES and interventions designed in a manner consistent with GOSL and other agencies' implementation capacity?</p> <ul style="list-style-type: none"> 5.1 Were implementation challenges/constraints adequately discussed and addressed at design stage? 	<ul style="list-style-type: none"> Existence of capacity assessments which have been carried out and/or reviewed. Degree to which the interventions reflected capacity building limitations in design 	1		CDB CES, CES completion report; PSRs; PCRs, appraisals, CDB and IDP evaluations/ reviews
Coherence	<p>EQ6: How and to what extent did CES design and implementation of interventions complement (rather than duplicate) other actors' interventions?</p>	<ul style="list-style-type: none"> Degree of coherence vs duplication of effort between CDB and IDPs 	5	As above, plus IDPs	

Purple: EQs linked to CES engagement case study; Green: EQs linked to CES monitoring case study

1. Thematic analysis 2. Strategic alignment assessment 3. Plausibility analysis 4. RMF Quality Assessment
5. Stakeholder engagement/ coordination mapping 6. Disbursement analysis 7. Timeline mapping

Criteria, Evaluation Questions and Indicative Sub-Questions	Judgement Criteria	Analytical Methods	Data Sources KIIIs / FGDs Documents
<p>Results Monitoring</p> <p>EQ7: To what extent was an appropriate M&E strategy and system, including an RMF, included in the design of the CES and actively used for performance management?</p> <ul style="list-style-type: none"> 7.1 Were CES and intervention RMF indicators/targets appropriate and was data available for measurement? 7.2 Did CES and project RMFs adequately capture gender and other key data disaggregation? 7.3 To what extent did ongoing monitoring take place, identify lessons learned and support adaptation? 7.4 To what extent did the risks identified in the CES RMF adequately identify and mitigate against operational design elements and risks to longer-term sustainability? 	<p>RMF exists for CES and each intervention, with:</p> <ul style="list-style-type: none"> Outputs and outcomes clearly articulated and linked within and across CES and individual projects SMART indicators Key underlying risks/assumptions clearly articulated and mitigated Existence of data available against RMF indicators Existence of gender and other relevant disaggregated indicators Evidence of ongoing monitoring (including identification of lessons learned) Evidence of (successful) adaptation in response to contextual shifts including changes in government; COVID-19 	<p>1 4</p>	<p>CDB CES, CES completion report; PSRs; PCRs, appraisals, CDB and IDP evaluations/reviews</p> <p>CDB staff; GOSL; other executing agencies; project consultants</p>
<p>Efficiency</p> <p>EQ8: Was there sufficient and effective initial and ongoing engagement with GOSL, IDPs and other stakeholders to support design & implementation?</p> <ul style="list-style-type: none"> 8.1 How/to what extent did CDB's efforts to engage GOSL support relevance and traction of CDB interventions? 8.2 How did engagement efforts mitigate bottlenecks/ delays and support adaptation? 	<ul style="list-style-type: none"> Evidence of ongoing communication between CDB (including RIO) and GOSL/executing agencies Perceptions on design stage consultations, ongoing engagement, including in response to contextual changes Extent of CDB participation in IDP/ GOSL coordination mechanisms 	<p>1 5</p>	<p>CES design meeting overviews</p>

Purple: EQs linked to CES engagement case study; Green: EQs linked to CES monitoring case study

- 1. Thematic analysis
- 2. Strategic alignment assessment
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	Criteria, Evaluation Questions and Indicative Sub-Questions	Judgement Criteria	Analytical Methods	Data Sources	
				KIIs / FGDs	Documents
Efficiency	<p>EQ9: Did planned and actual CES interventions proceed in a timely and efficient manner?</p> <ul style="list-style-type: none"> 9.1 Did the indicative financial envelope disburse according to the CES predictions? 9.2 Were key timelines of CES interventions met? 	<ul style="list-style-type: none"> Extent of funds' disbursement Extent to which expected intervention timelines were achieved 	<p>1 6 7</p>	CDB staff; GOSL; other executing agencies; project consultants	Project financial and timeline data
	<p>EQ10: What other key factors enabled/constrained CES management and implementation?</p> <ul style="list-style-type: none"> 10.1 How and to what extent did these factors affect management, implementation, and achievement against planned timelines? 	<ul style="list-style-type: none"> Examples of and degree of impact of factors on management and implementation 	<p>1</p>		CDB CES, PSRs; PCRs, appraisals, evaluations/reviews

Purple: EQs linked to CES engagement case study; Green: EQs linked to CES monitoring case study

- 1. Thematic analysis
- 2. Strategic alignment assessment
- 3. Plausibility analysis
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ANNEX B – SAINT LUCIA COUNTRY AND DEVELOPMENT CONTEXT

Saint Lucia Country Context

Saint Lucia is a mountainous Small Island Developing State (SIDS) in the Eastern Caribbean with a land area of 616 km² (539 km² habitable) and a marine Exclusive Economic Zone of 16,000 km². At the commencement of the CES, in 2020, the resident population was just under 182,000 with a population growth rate of 0.7%. Due to the COVID-19 pandemic, the GDP per capita saw a sharp contraction from 2019 to 2020 with 24.2% to an estimated US\$8,367 (see Figure 1).¹ Saint Lucia is classified as an upper-middle income country. From 2019 to 2020 the unemployment rate trended upwards from 16.8% in 2019.² According to the 2021 Labour Force Survey (LFS),³ the overall unemployment rate increased to a high of 21.9% due to COVID-19.

Importantly, over the decade 2010-2019, prior to the CES, Saint Lucia made notable socioeconomic progress. However, the country continued to grapple with volatile economic conditions, a persistent high level of poverty, and high vulnerability to natural hazard events and exogenous shocks. CDB ranks Saint Lucia as the second most vulnerable State amongst its Borrowing Member Countries (BMCs).⁴ This vulnerability is highest amongst low-income households, elderly, and youth. Young people face the highest

levels of unemployment, spiking to 37.0% in 2021 due to the pandemic.⁵ In addition, a high level of inequality continues to challenge poverty reduction and development efforts in the country.⁶

The global COVID-19 pandemic exacerbated the inherent vulnerability of Saint Lucia to external shocks. The pandemic started as a health crisis but very quickly manifested into a socio-economic crisis, severely impacting tourism,⁷ the main economic activity, and compromising economic growth. In 2020, public debt stood at US\$3.77 billion (92.2% of GDP), of which US\$1.95 billion (51.7% of total debt) was external, equivalent to 47.6% of GDP. However, the economy rebounded strongly in subsequent years; economic growth was supported by a recovering tourism industry, increased activity in construction and manufacturing, and positive spillover effects on sectors such as wholesale and retail trade and transport.

Pre-COVID-19 and at the outset of the CES, Saint Lucia showed mixed social indicators. The Enhanced Country Poverty Assessment (CPA:2016), revealed a level of poverty of 25.0%, down from 28.8% in 2006.⁸ Poverty remained higher in rural areas than in urban areas; however, rural areas also experienced the largest decline, with poverty levels falling

1 GOSL (2022). Economic and Social Review 2021, revised figures.

2 GOSL (2021). Economic and Social Review 2020.

3 As quoted in the Saint Lucia CES Mid-Term Review performed by CDB.

4 CDB (2020), Country Engagement Strategy for Saint Lucia 2020-23.

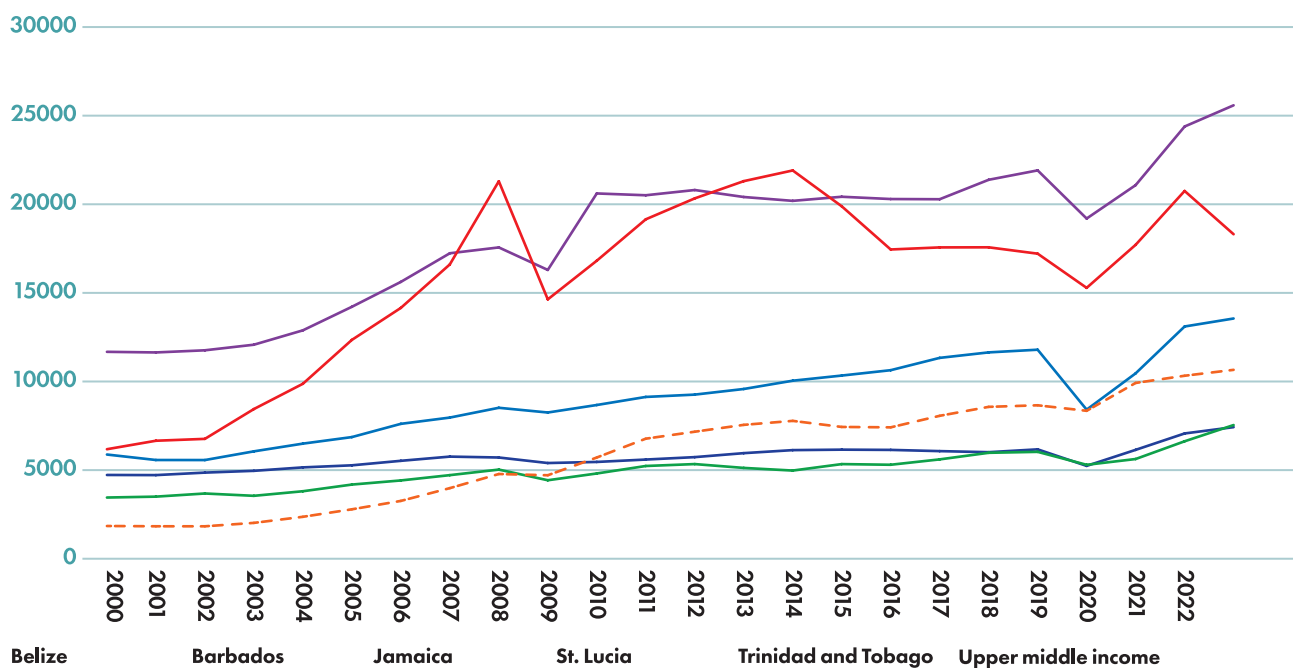
5 Youth unemployment decreased significantly to 25% in 2023 and 17.8% in 2024 (ESR 2024).

6 The CES includes a Social Vulnerability Matrix, which provides information on institutions and programmes to address these vulnerabilities.

7 Total visitor arrivals decreased with 64.9% from 2019 to 2020 (based on revised figures ESR 2021).

8 Poverty line defined as EC\$6,443 annually per adult.

Figure 1. GDP per capita (US\$) 2000-2024: Saint Lucia versus selected Caribbean countries and upper middle-income countries.



Source: <https://data.worldbank.org/indicator/NY.GDP.MKTP.CD?locations=LC>

from 41.0% to 32.9%. Moreover, the child poverty rate was appreciably higher in rural areas – 41.4%, compared with 32.0% in urban areas. Based on the Multidimensional Poverty Analysis, in 2016, 24.2% of the population was assessed as being poor.⁹

The level of inequality remained high and unchanged at 0.43 during the decade 2006-2016 based on the GINI coefficient. This confirms the relatively rigid inter-generational persistence of poverty. Notwithstanding the higher poverty rate in female-headed households (42.3%) and the increase in the share of poor children living in female-headed households from 48.6% in 2006 to 58.2% in 2016, over 40% of poor children lived in male-headed households.¹⁰

CDB in Saint Lucia: The Saint Lucia portfolio is CDB’s fourth largest, with loan and grant approvals over the period 1970 (establishment of the Bank) to August 2020 (prior to the start of the CES 2020-23) totalling

US\$524m, of which US\$265.4m (50.6%) had been disbursed.¹¹ Over this period, CDB has provided funding for a range of projects and programmes, mainly in the areas of infrastructure development and education. Over the period 2014-18, net resource flows were negative because of implementation challenges; however, this turned positive in 2019 as previously stalled projects resumed implementation. Saint Lucia is a founding member of the Bank. As of 31 December 2023, it held 0.77% of shares.¹²

Development Context

Infrastructure

Economic opportunities and productivity are heavily reliant on efficient infrastructure (access, connectivity, mobility, energy, utilities, communication, etc.). This holds for urban as well as rural areas. Given the growing climate challenges, existing infrastructure often requires improved resilience measures. The GOSL has identified the development of new, climate-appropriate infrastructure and the upgrading

⁹ Saint Lucia’s National Report of Living Conditions (2016). The Report was prepared with CDB’s support under the Enhanced CPA Programme.

¹⁰ CDB (2020), Country Engagement Strategy for Saint Lucia 2020-23

¹¹ CDB (2020), Country Engagement Strategy for Saint Lucia 2020-23

¹² CDB (2025), Saint Lucia (overview), accessed 24 Aug 2025 from <https://www.caribank.org/countries-and-members/borrowing-members/saint-lucia>

of the aging stock as medium-term priorities. Key infrastructure challenges include: (a) poor governance structures and institutional and regulatory weaknesses, including the absence of a national land use plan; (b) inadequate maintenance and capacity of infrastructure; (c) construction cost overruns; (d) tariffs which are inadequate to cover life cycle costs for projects that should be self-financing; and (e) absence of effective finance and private sector participation.¹³

During 2020, the construction sector faced many challenges due to the COVID-19 health and economic crises. Some private sector projects were put on hold as investors revisited project plans amidst high levels of uncertainty about the depth and duration of the adverse effects of the pandemic. The contribution of construction to Real GDP was approximately 4.1% in 2020. The decline in private sector construction activity was mitigated by increased public sector activity, including road works and reconstruction of the St. Jude Hospital. Public sector spending on construction rose by 37.4% to \$207.4 million.¹⁴

Private Sector Development

More than 70% of private companies in Saint Lucia are Micro, Small and Medium-sized Enterprises (MSMEs), and these contribute significantly to GDP and employment. MSMEs play a particularly vital role in Saint Lucian society, as they tend to employ a large share of the most vulnerable segments of the workforce, namely less experienced and less-educated workers belonging to poorer households, as well as women and young people. However, MSME development is hindered by several challenges, such as limited access to skills, knowledge, and finance.¹⁵

Education

Several education outcomes in Saint Lucia are high, including expected years of schooling, and primary and secondary net enrolment rates. Nevertheless, the

performance of students at the primary and secondary school levels has remained a challenge. GOSL has indicated that to improve this, teacher effectiveness and access to Early Childhood Education (ECE) need to be improved. Approximately 12.0% of the 3 and 4-years old population is currently not enrolled at early childhood centres.¹⁶ Additionally, enrolment rates at the post-secondary and tertiary levels are low with only 20.1% of secondary school leavers matriculating to these levels. Of this, approximately 61.0% are female. At the same time, students at the secondary and postsecondary levels currently have limited opportunities to pursue Technical, Vocational Education and Training (TVET) programmes at higher levels. These constraints affect the quantity and quality of young graduates who enter the labour market.¹⁷

During the 2019/20 academic year, the COVID-19 pandemic presented an unprecedented shock to the education sector. To mitigate the spread and exposure of students, staff and the wider population to the virus, the Ministry of Education resorted to the complete closure of school plants island-wide, while also designing new ways to facilitate continued education. At the physical reopening of schools, several new measures were implemented relating to transportation, school feeding, sanitisation, water storage facilities, etc. Operations were permanently changed with access to electronic devices and internet connections, use of technology, the introduction of E-Books and ICT in Education to increase access to electronic learning devices for both teachers and students.

Consistent with the sector's response to COVID-19, government outlays on education, inclusive of capital and operational expenditure increased by 7.2% to \$224.6 million in 2020/21. This represents 13.0% of the government's total estimated expenditure for 2020/21 and 3.9% of GDP for 2019. Increased outlays were reported in 54.0% of the educational

13 CDB (2020), Country Engagement Strategy for Saint Lucia 2020-23.

14 GOSL (2021). Economic and Social Review 2020. It is noted that some figures in the review were preliminary.

15 CDB (2020), Country Engagement Strategy for Saint Lucia 2020-23.

16 CDB (2020), Country Engagement Strategy for Saint Lucia 2020-23.

17 CDB (2020), Country Engagement Strategy for Saint Lucia 2020-23.

programmes, with secondary schools recording the highest increase of 18.0%.

Tourism

The COVID-19 pandemic showed that there are many risks to the tourism sector. Tourism operates in a challenging global environment characterised by high inflation and interest rates, tariffs on international trade, volatile oil prices, military conflicts, and other uncertainties which may dampen traveller confidence and spending. The increasing risk of weather-related disasters due to climate variability is also to be considered.

Real GDP growth in the tourism sector, proxied by accommodation and food services, declined by 66.9% in 2020. Consequently, the contribution of accommodation and food services to overall GDP fell from 20.8% in 2019 to 10.3% in 2020. The first two months of 2020 experienced growth compared to 2019, based on an upswing in global tourism and for Saint Lucia particularly strong growth in cruise arrivals. Containment measures by governments all over the world commenced in March 2020, which included cessation of travel, lockdowns and closures of ports of entry.

Agriculture

The agriculture, forestry and livestock sector accounted for 1.9% of the economy's real output in 2019.¹⁸ It had declined an annual average of 2.1% over the period 2010-2019, attributed to high incidence of pests and diseases, vulnerability to weather-related hazards, and limited investment in agricultural/rural infrastructure, in particular farm/rural roads and technology. More frequent and intense rainfall events have increased the incidence of landslips and has accelerated soil erosion in farm areas, which are mostly located on slopes. The changing micro-climatic conditions on farms has increased pest infestation and waterlogging. There have also been more frequent

incidences of unexpected droughts which have increased the cost of production.

Although production levels diminished in all sub-sectors (livestock, fisheries, bananas, non-banana crops), agriculture supports the livelihood of an estimated 22% of the population¹⁹ and has remained a significant contributor to socioeconomic life, food and nutrition security. Sustaining and improving the performance of the sector will require significant public and private investment in climate resilient production, market access infrastructure and systems – feeder roads, drainage, water/irrigation systems, farm buildings and facilities. Appropriate management plans for key subsectors with emerging economic potential (e.g. livestock) are paramount. Furthermore, the sustainability of the sector requires an infusion of climate-smart systems that build resilience and make the sector more attractive to young farmers.

Citizen Security and Social Protection

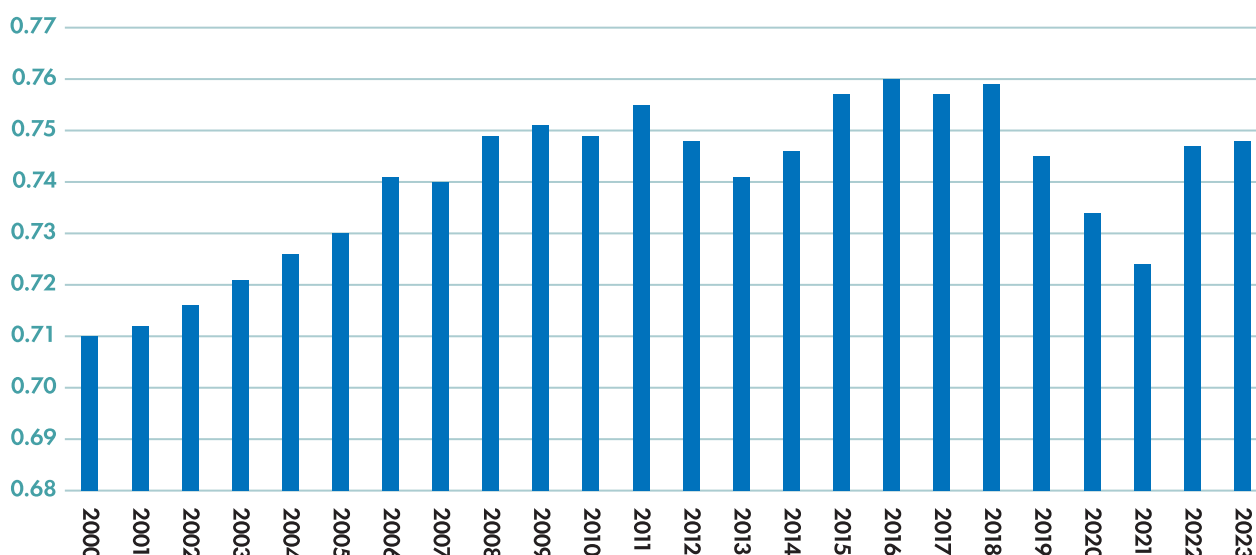
According to the United Nations (UN) Global Human Development Index (HDI), Saint Lucia in 2020 had a value of 0.734 and in 2023 of 0.748, placing it in the "High Human Development" category. See Figure 2 for an overview of HDI values for Saint Lucia since 2000.

The high HDIs are supported by a Social Protection System (SPS), that includes: (a) social insurance; (b) social safety net (SSN) programmes; and (c) public health and education services. Although access and coverage are high, the administration of social assistance is complex, fragmented, and loosely coordinated by many small programmes that make limited use of technologies for the targeting and monitoring of beneficiaries. The authorities have relied heavily on the horizontal and vertical expansion of these programmes to mitigate the impact of COVID-19 on livelihoods, however, the SPS is overwhelmed and was not designed to be adaptive and scaled-up in

18 The real output in 2023 was only 1.4%.

19 See <https://www.caribank.org/impact/building-resilience-transforming-saint-lucias-agriculture-sector-face-climate-change>. The number of farmers in Saint Lucia is estimated at approximately 17,000 (2013) or 19% of the economically active population at that time (FAO knowledge repository).

Figure 2. Saint Lucia HDI values 2000 – 2023



Source: <https://hdr.undp.org/data-center/specific-country-data#/countries/LCA>

times of crisis. Currently, GOSL aims to strengthen the resilience of the country's SPS by increasing its adaptive shock responsiveness, build capacity in key agencies for SPS implementation, and improve the efficiency of social programmes by rationalising those offered across the various agencies. The agenda focuses on: building the human capital of poor and vulnerable households; creating avenues for their increased participation in the labour market, with emphasis on technical and vocational skills; enhancing digital skills; and supporting entrepreneurship for economic empowerment.

Crime and violence across society has the potential to undermine development gains. Successive governments have invested heavily in police stations' infrastructure, the fleet of police vehicles and the number of law enforcement officers. GOSL is also tackling issues of crime, violence, and anti-social behaviour through restorative justice and crime prevention strategies such as a citizen security intervention – Youth Empowerment Project (YEP) – with the support of CDB. The objective of GOSL is to reduce serious crime, reduce recidivism, improve public perception, and reduce investigation and prosecution backlogs that seek to understand and redress the risk factors, including the systemic and structural impediments to societal participation of at-risk sub-population cohorts.

Gender Equality

Saint Lucia demonstrates a strong performance in gender equality, particularly in areas like education and labour force participation, but also faces challenges in areas like adolescent fertility rates and gender-based violence. The country's Gender Development Index (GDI) of 0.975 (2018) reflects a relatively high level of gender equality, though specific areas like reproductive health and empowerment need attention. To address some of the challenges, GOSL implemented a gender mainstreaming project (launched in 2019) with support from UNECLAC and CDB. The World Bank has developed a gender scorecard for Saint Lucia, which highlights areas of strength and opportunities for improvement in various gender-related indicators.

Environmental Sustainability, Climate Resilience, Disaster Risk

Saint Lucia is particularly vulnerable to the adverse effects of climate-related hydrological and geophysical hazards because of its geographical location and size. The Global Climate Risk Index 2018 placed Saint Lucia in the top 10% of countries for losses due to climate-related natural disasters during 1997–2016, and in the top 15% for climate-related disaster fatalities. Climate change is a cross-cutting concern for all sectors, projected to deliver worsening weather-related destruction, deterioration and shocks. These include the influence of heat on health

and agriculture, increase of sea levels affecting the coastal zones, the occurrence of more extreme storms, flooding, landslides, as well as droughts. Saint Lucia’s vulnerability to climate change and natural disasters has a disproportionate impact on the poor.

Health

At the outset of the CES period, Saint Lucia’s health system had achieved relatively strong population health outcomes compared to regional peers, but faced significant structural and financing pressures that constrained resilience. Life expectancy stood at approximately 75 years, and preventable mortality had declined steadily over the previous decade.²⁰ However, the country was experiencing an epidemiological transition, with a high and growing burden of non-communicable diseases (NCDs) such as diabetes, hypertension, and cardiovascular disease, which accounted for the majority of morbidity and mortality.²¹ These trends placed increasing strain on health service delivery and public health financing.

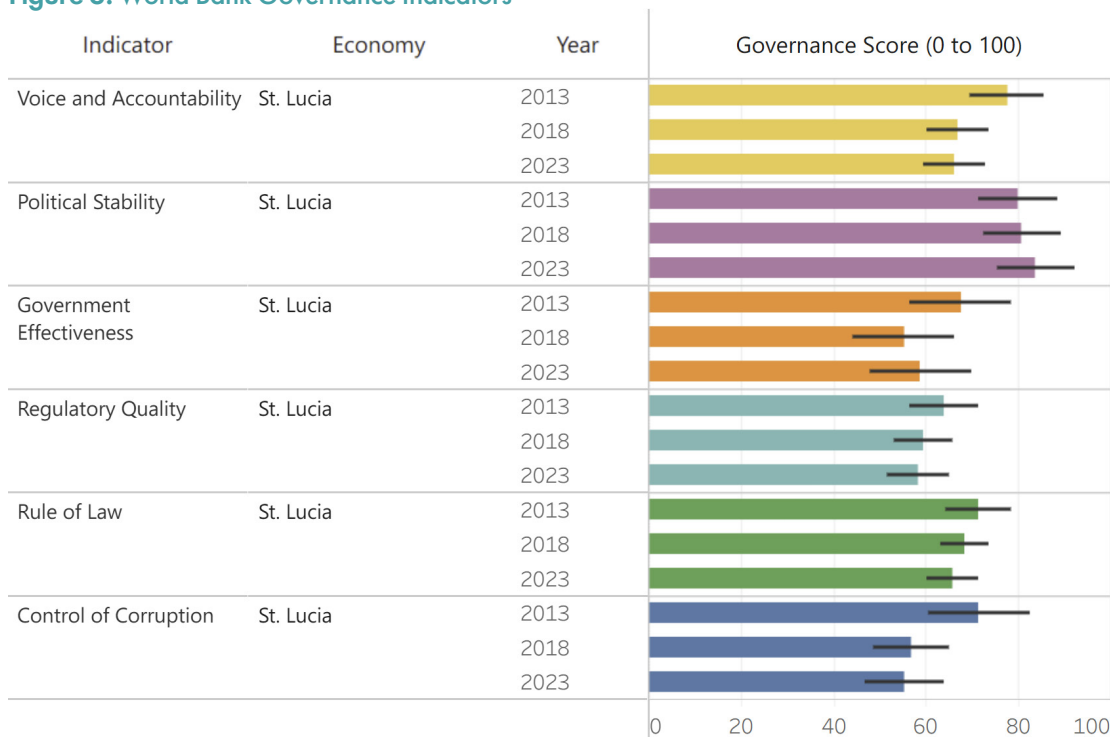
Despite relatively high access to basic health services, the system remained fragmented and hospital-centric,

with limited emphasis on primary and preventive care. Public health expenditure was constrained by fiscal pressures, resulting in reliance on out-of-pocket payments, which continued to pose access barriers for lower-income households.²² Infrastructure gaps, aging facilities, and shortages of specialised health personnel further limited service capacity, while health information systems and disease surveillance remained underdeveloped.²³ These pre-existing vulnerabilities meant that, prior to COVID-19, the health system had limited surge capacity and was not well equipped to absorb large-scale shocks, a weakness that would be starkly exposed during the pandemic.

Good Governance and Crisis Response

Governance in Saint Lucia, as assessed by the World Bank’s Worldwide Governance Indicators, shows a mixed performance (see Figure 3). Over the period 2013 – 2023, the chart shows a decrease in performance of the criteria “Voice and Accountability,” “Government Effectiveness,” “Rule of Law” and “Control of Corruption.” The criteria for “Political Stability, Absence of Violence/Terrorism” and “Regulatory Quality” have improved.

Figure 3. World Bank Governance Indicators



20 World Bank. (2019). *World Development Indicators: Life expectancy at birth, Saint Lucia*.

21 Pan American Health Organisation (PAHO). (2017). *Health in the Americas+: Country profile – Saint Lucia*.

22 World Health Organisation. (2018). *Global Health Expenditure Database: Saint Lucia*.

23 Government of Saint Lucia. (2018). *National Health Strategic Plan*; Pan American Health Organisation. (2019).

ANNEX C – LIST OF DOCUMENTS REVIEWED

The documents below went through in-depth document review against our evaluation matrix.

1. Caribbean Action for Resilience Enhancement Programme (CARE) (n.d.) Application.
2. CDB (2016) Two hundred and seventy-third meeting of the Board of Directors, October 13, 2016: Paper BD 119/16 – Saint Lucia Education Quality Improvement Project.
3. CDB (2017) Two hundred and seventy-ninth meeting of the Board of Directors, December 14, 2017: Paper BD 156/17 – Notification of approval by the President of a grant: Technical assistance – Millennium Highway and West Coast Road Upgrading Project – Saint Lucia.
4. CDB (2017) Two hundred and seventy-ninth meeting of the Board of Directors, December 14, 2017: Paper BD 156/17 – Notification of approval by the President of a grant: Technical assistance – Millennium Highway and West Coast Road Upgrading Project – Saint Lucia.
5. CDB (2018) Saint Lucia Strategic Workshop/ Cabinet Retreat, 29–30 April 2018: Breakout Session.
6. CDB (2018) SLU CSFP – department review, 6 December 2018
7. CDB (2018) SLU CSP – first team meeting notes, 12 October 2018
8. CDB (2018) Two hundred and eighty-first meeting of the Board of Directors, May 28, 2018: Paper BD 58/16 Add. 2 – Eighth Water (Dennery North Water Supply Redevelopment) Project – Saint Lucia: Variation of terms and conditions – Notification of approval by the Board of Directors.
9. CDB (2019) Aide memoir: Saint Lucia country engagement strategy mission, March 11–15, 2019. Bridgetown, Barbados: CDB.
10. CDB (2019) Aide mémoire: Saint Lucia country engagement strategy mission, 11–15 March 2019. Bridgetown, Barbados: CDB.
11. CDB (2019) Country strategy mission – revised schedule 2019
12. CDB (2019) Project supervision report: Eighth Water (Dennery North Water Supply Redevelopment) Project – Saint Lucia, 1 July 2019 to 31 December 2019.
13. CDB (2019) Saint Lucia country strategy team members 2019
14. CDB (2019) Saint Lucia CSP mission schedule – June 2019 BOD
15. CDB (2019) Saint Lucia pre-CSP mission discussion, 21 February 2019
16. CDB (2019) SLU CS FP – Country Committee – 4 February meeting notes
17. CDB (2019) STL country strategy mission: projects and programmes
18. CDB (2020) Correspondence letter: United Kingdom Caribbean Infrastructure Partnership Fund (UKCIF) – Millennium Highway and West Coast Road Upgrade (MHWCR) Project.
19. CDB (2020) Two hundred and eighty-ninth meeting of the Board of Directors, March 31, 2020: Paper BD 3/20 – Notification of approval by the President of a grant: Technical assistance – Institutional capacity building within the National Utilities Regulatory Commission – Saint Lucia.
20. CDB (2020) Two hundred and ninetieth meeting of the Board of Directors, June 25, 2020: Paper BD 6/20 Add. 1 – Millennium Highway and West Coast Road Reconstruction – Saint Lucia: Notification of approval by the Board of Directors.

21. CDB (2020) Two hundred and ninety-first meeting of the Board of Directors, September 24, 2020: Paper BD 78/20 – Coronavirus Disease 2019 Crisis Response Policy-Based Loan – Saint Lucia (President’s Recommendation No. 996).
22. CDB (2020) Two hundred and ninety-second meeting of the Board of Directors, December 10, 2020: Paper BD 87/14 Add. 2 – Sixth Water (Vieux Fort Water Supply Redevelopment) Project – Saint Lucia: Revision in scope and additional loan – Notification of approval by the Board of Directors.
23. CDB (2021) Annual review of the performance of the portfolio of projects/loans under implementation for the year ended December 31, 2020. Paper BD 55/21, Two Hundred and Ninety-Fourth Meeting of the Board of Directors, held virtually, 28 June 2021.
24. CDB (2021) Annual review of the performance of the portfolio of projects/loans under implementation for the year ended December 31, 2020. Paper BD 55/21, Two Hundred and Ninety-Fourth Meeting of the Board of Directors, held virtually, 28 June 2021.
25. CDB (2021) Loan No. 17-OR-STL and Grant No. GA55-STL – Millennium Highway and West Coast Road Reconstruction: Additional instructions – Disbursement letter.
26. CDB (2021) Two hundred and ninety-fifth meeting of the Board of Directors, September 23, 2021: Paper BD 68/21 Add. 1 – Ratification/ approval of grant agreement for an approved project under the Adaptation Fund – Building resilience for adaptation to climate change and climate variability in agriculture in Saint Lucia: Notification of approval by the Board of Directors.
27. CDB (2022) Annual review of the performance of the portfolio of projects/loans under implementation for the year ended December 31, 2021. Paper BD 49/22, Two Hundred and Ninety-Eighth Meeting of the Board of Directors, Turks and Caicos Islands, 13 June 2022.
28. CDB (2022) Annual review of the performance of the portfolio of projects/loans under implementation for the year ended December 31, 2021: Annexes. Paper BD 49/22, Two Hundred and Ninety-Eighth Meeting of the Board of Directors, Turks and Caicos Islands, 13 June 2022.
29. CDB (2022) Appraisal of Caribbean Technological Consultancy Services Network Technical Assistance Project: Technical assistance in packaging and labelling to micro, small and medium-sized enterprises in Saint Lucia.
30. CDB (2022) Mid-Term Review Of The 2020 – 2024 Country Engagement Strategy, CDB 2022
31. CDB (2022) Project supervision report: Building resilience for adaptation to climate change and climate variability in agriculture in Saint Lucia, 31 December 2021 to 30 December 2022.
32. CDB (2022) RIO Monthly Report: June 2022
33. CDB (2022) RIO Monthly Report: March 2022
34. CDB (2022) RIO Monthly Report: September 2022
35. CDB (2022) Special Development Fund (Unified) annual report 2021 and financial projections 2022–2024. Paper BD 47/22, Two Hundred and Ninety-Eighth Meeting of the Board of Directors, Turks and Caicos Islands, 13 June 2022.
36. CDB (2022) Two hundred and ninety-ninth meeting of the Board of Directors, September 22, 2022: Paper BD 82/22 – Notification of approval by the President of a grant: Technical assistance – Enhancing the capacity of stakeholders in the agricultural sector to supply quality products in new markets – Saint Lucia.
37. CDB (2022) Two hundred and ninety-ninth meeting of the Board of Directors, September 22, 2022: Paper BD 59/22 – Notification of approval by the President of a loan: Safety nets for vulnerable populations affected by Coronavirus – Saint Lucia (President’s Recommendation No. 1023).
38. CDB (2022) Two hundred and ninety-ninth meeting of the Board of Directors, September 22, 2022: Paper BD 75/22 Corr. 1 – Support to the micro, small and medium enterprises sector post Coronavirus Disease – Saint Lucia: Corrigendum.
39. CDB (2023) Mid-Term Review Of The Tenth Cy-

- cle Of The Special Development Fund (Unified), PAPER BD 50/23 "
40. CDB (2023) Millennium Highway and West Coast Road Rehabilitation Project – Saint Lucia: Supervision mission, 6–7 December 2023.
 41. CDB (2023) Millennium Highway and West Coast Road Rehabilitation Project – Saint Lucia: Supervision mission, 6–7 December 2023 – Draft mission schedule.
 42. CDB (2023) Mission brief – December 2023.
 43. CDB (2023) Project PSR – Saint Lucia Youth Economy Project
 44. CDB (2023) Project supervision report: Building public health system resilience – Coronavirus Disease 2019 response – Saint Lucia, 28 September 2023 to 31 December 2023.
 45. CDB (2023) Project supervision report: Eighth Water (Dennerly North Water Supply Redevelopment Project), Saint Lucia, 1 January 2023 to 31 December 2023.
 46. CDB (2023) Project supervision report: Enhancing the resilience of the Saint Lucia Fire Service Project, Saint Lucia, 1 July 2023 to 31 December 2023.
 47. CDB (2023) Project supervision report: IDB LOC – Building capacity and resilience in the health sector to respond to the Coronavirus 2019 Project – Saint Lucia, 30 March 2023 to 30 December 2023.
 48. CDB (2023) Project supervision report: Sixth Water (Vieux Fort Water Supply Redevelopment) Project, Saint Lucia, 1 January 2023 to 31 December 2023.
 49. CDB (2023) Projects travel – December 2023.
 50. CDB (2023) RIO Final Report: December 2023
 51. CDB (2023) RIO Monthly Report: June 2023.
 52. CDB (2023) RIO Monthly Report: March 2023
 53. CDB (2023) RIO Monthly Report: September 2023
 54. CDB (2023) Saint Lucia CES 2020–2023. Bridgetown, Barbados: CDB. Available at: <https://www.caribank.org/sites/default/files/publication-resources/Saint%20Lucia%20CES%202020-2023%28redacted%29.pdf> (Accessed: 7 July 2025).
 55. CDB (2023) Special Development Fund (Unified) annual report 2022 and financial projections 2023–2025. Paper BD 49/23, Three Hundred and Second Meeting of the Board of Directors, Saint Lucia, 19 June 2023.
 56. CDB (2023) Supervision mission to Saint Lucia, 6–7 December 2023: Schedule.
 57. CDB (2023) Three hundred and first meeting of the Board of Directors, March 30, 2023: Paper BD 123/22 Add. 1 – Building public health system resilience – Coronavirus Disease 2019 response – Saint Lucia: Notification of approval by the Board of Directors.
 58. CDB (2023) Three hundred and fourth meeting of the Board of Directors, December 12, 2023: Paper BD 102/23 – Notification of approval by the President of a loan: Building capacity and resilience in the health sector to respond to the Coronavirus 2019 Project – Saint Lucia
 59. CDB (2023) Three hundred and fourth meeting of the Board of Directors, December 12, 2023: Paper BD 93/23 – Recovery and resilience-building policy-based loan – Saint Lucia (President’s Recommendation No. 1044).
 60. CDB (2023) Three hundred and second meeting of the Board of Directors, June 19, 2023: Paper BD 51/23 Corr. 1 – Enhancing the resilience of the Saint Lucia Fire Service: Corrigendum.
 61. CDB (2023) Three hundred and second meeting of the Board of Directors, June 19, 2023: Paper BD 44/23 Corr. 1 – Student loan line of credit – Saint Lucia: Corrigendum.
 62. CDB (2023) Three hundred and second meeting of the Board of Directors, June 19, 2023: Paper BD 47/23 – Youth Economy Project – Saint Lucia (President’s Recommendation No. 1041).
 63. CDB (2023) Youth Economy Appraisal Report 2023
 64. CDB (2024) An+C2:C118nual report 2023. Bridgetown, Barbados: CDB
 65. CDB (2024) Annual review of the performance of the portfolio of projects under implementation for the year ended December 31, 2023. Paper BD 71/24, Three Hundred and Sixth Meeting of the Board of Directors, Canada, 17 June 2024.

66. CDB (2024) Annual review of the performance of the portfolio of projects under implementation for the year ended December 31, 2023. Paper BD 71/24, Three Hundred and Sixth Meeting of the Board of Directors, Canada, 17 June 2024.
67. CDB (2024) Annual review of the performance of the portfolio of projects under implementation for the year ended December 31, 2023: Annexes. Paper BD 71/24, Three Hundred and Sixth Meeting of the Board of Directors, Canada, 17 June 2024.
68. CDB (2024) Appendix 1 – Millennium Highway and West Coast Road Rehabilitation Project: Supervision mission to Saint Lucia, 1–4 October 2024 – Key findings and action items.
69. CDB (2024) April–June 2024 Status Report: COVID-19 Response Programme – STL
70. CDB (2024) Draft mission schedule – Supervision mission to Saint Lucia, 1–4 October 2024: Millennium Highway and West Coast Road Reconstruction Project.
71. CDB (2024) January–March 2024 Status Report: COVID-19 Response
72. CDB (2024) Millennium Highway and West Coast Road Rehabilitation Project: Supervision mission to Saint Lucia, 1–4 October 2024 – List of stakeholders.
73. CDB (2024) Mission brief – CDB supervision mission to Saint Lucia, 1–4 October 2024.
74. CDB (2024) Notification of approval by the President of a grant: Technical assistance – capacity development for the Water and Sewerage Company Inc for integrating climate resilience into policies, planning and development of investment programme – Saint Lucia. Paper BD 15/24, Three Hundred and Fifth Meeting of the Board of Directors, Guyana, 19 March 2024.
75. CDB (2024) Project supervision report: Eighth Water (Dennerly North Water Supply Redevelopment) Project, Saint Lucia, 1 January 2024 to 31 December 2024.
76. CDB (2024) Project supervision report: Enhancing the resilience of the Saint Lucia Fire Service Project, Saint Lucia, 1 January 2024 to 31 December 2024.
77. CDB (2024) Project supervision report: Saint Lucia - SLDB student loan LOC, 1 January 2024 – 31 December 2024. Bridgetown: CDB.
78. CDB (2024) Project supervision report: Saint Lucia MSME Loan-Grant Facility, 1 January 2024 – 31 December 2024. Bridgetown: CDB.
79. CDB (2024) Project supervision report: Sixth Water (Vieux Fort Water Supply Redevelopment) Project, Saint Lucia, 1 January 2024 to 31 December 2024.
80. CDB (2024) RIO Final Report: December 2024
81. CDB (2024) RIO Monthly Report: June 2024
82. CDB (2024) RIO Monthly Report: March 2024
83. CDB (2024) RIO Monthly Report: September 2024
84. CDB (2024) Three hundred and eighth meeting of the Board of Directors, December 12, 2024: Paper BD 129/24 – Ninth Water (John Compton Dam Raw Water Pipeline Replacement) Project – Saint Lucia (President’s Recommendation No. 1055).
85. CDB (2024) Three hundred and fifth meeting of the Board of Directors, March 19, 2024: Paper BD 15/24 – Notification of approval by the President of a grant: Technical assistance – Capacity development for the Water and Sewerage Company Inc for integrating climate resilience into policies, planning and development of investment programme – Saint Lucia.
86. CDB (2024) Three hundred and seventh meeting of the Board of Directors, September 30, 2024: Paper BD 6/20 Add. 2 – Millennium Highway and West Coast Road Reconstruction – Saint Lucia: Additional loan and grant (President’s Recommendation No. 1050).
87. CDB (2025) Annual review of the performance of the portfolio of projects under implementation for the year ended December 31, 2024. Paper BD 57/25, Three Hundred and Tenth Meeting of the Board of Directors, Brazil, 9 June 2025.
88. CDB (2025) RIO Monthly Report: June 2025
89. CDB (2025) RIO Monthly Report: March 2025
90. CDB (2025) YEA Portfolio Review: 23 May 2025
91. CDB (n.d.) Country strategy framework paper:

- Saint Lucia. Bridgetown, Barbados: CDB.
92. CDB (n.d.) Results Framework: COVID-19 Social Protection Project STL
 93. CDB (n.d.) Safety Nets
 94. CDB (n.d.) Safety Nets: Vulnerable Population – Coronavirus, STL (Final).
 95. CDB (n.d.) SLU CSP framework paper presentation – final copy
 96. CDB Project Coordination Unit (2025) Building Capacity and Resilience in the Health Sector to Respond to the Coronavirus-2019: Weekly Status Report, 6–10 October 2025
 97. CDB Investment Project List
 98. Evaluation Of The CDB’s Environmental And Social Review Procedures, PAPER 05/2024-2, June 2024 (Accessed: 7 July 2025)
 99. Government of Saint Lucia (2018) Saint Lucia Economic & Social Labs: Briefing to Cabinet Ministers, 5 November 2018
 100. Government of Saint Lucia (2019) Delivering for the people of Saint Lucia: “2019: the year of action” kick-off meeting between the Prime Minister and Delivery Associates and PEMANDU Associates, 6 February 2019.
 101. Government of Saint Lucia (2024) Building Capacity and Resilience in the Health Sector to Respond to the Coronavirus 2019 Project & Building Public Health System Resilience – Coronavirus Disease 2019 Response Project: Quarterly Progress Report, 1 April–30 June 2024.
 102. Government of Saint Lucia (2024) Building Capacity and Resilience in the Health Sector to Respond to the Coronavirus 2019 Project & Building Public Health System Resilience – Coronavirus Disease 2019 Response Project: Monthly Progress Report, 5 May–5 June 2024
 103. Government of Saint Lucia (2024) Building Capacity and Resilience in the Health Sector to Respond to the Coronavirus 2019 Project & Building Public Health System Resilience – Coronavirus Disease 2019 Response Project: Monthly Progress Report, 5 April–5 May 2024.
 104. Government of Saint Lucia (2024) Building Capacity and Resilience in the Health Sector to Respond to the Coronavirus 2019 Project & Building Public Health System Resilience – Coronavirus Disease 2019 Response Project: Monthly Progress Report, 5 March–5 April 2024.
 105. Government of Saint Lucia (2024) Economic and social review 2023. Castries, Saint Lucia
 106. Government of Saint Lucia (GOSL) (2019) Quarterly Reports – Loan Agreement, Implementation Reports (Labs) and Establishment of Performance Management Delivery Unit. Saint Lucia.
 107. Government of Saint Lucia (GOSL) (2020) Establishing the Performance Management and Delivery Unit in Saint Lucia: Final Project Report. April.
 108. Government of Saint Lucia. (2019) ‘It’s our time’: New Year’s State of the Nation address by Prime Minister Honourable Allen Michael Chastanet, Sunday 13 January 2019. Castries, Saint Lucia: Government of Saint Lucia.
 109. HR Wallingford (2024) Capacity building and institutional strengthening of the Water and Sewerage Company in Saint Lucia: Institutional and project management assessment. RT002, 11 November 2024.
 110. HR Wallingford (2024) Capacity building and institutional strengthening of the Water and Sewerage Company in Saint Lucia: Capacity Development Action Plan. RT002, 6 November 2024
 111. HR Wallingford (2024) Capacity building and institutional strengthening of the Water and Sewerage Company in Saint Lucia: Inception report, 31 May 2024.
 112. Ministry of Finance, Saint Lucia (2024) Letter – CDB supervision mission, 1–4 October 2024, Saint Lucia: Millennium Highway and West Coast Road Reconstruction Project.
 113. Ministry of Infrastructure, Ports, Energy, and Labour, Saint Lucia (2020) Letter from Minister – Millennium Highway and West Coast Road Rehabilitation Project.
 114. Odyssey Consulting (2020) Final report: Institutional capacity building within the National Utilities Regulatory Commission.
 115. Odyssey Consulting (2020) Inception report:

- Institutional capacity building within the National Utilities Regulatory Commission.
116. PEMANDU (2018) Proposal to conduct a strategic workshop/cabinet retreat on Big Fast Results methodology for the Government of Saint Lucia.
 117. PEMANDU Associates. (2018) Saint Lucia economic and social labs: briefing to cabinet ministers
 118. Terriah (2024) Inception report for consultancy to develop and implement a marketing strategy & action/campaign plan for WASCO.
 119. UNOPS and CDB (n.d.) Grant support agreement in support of GCF Readiness and Preparatory Support Programme: "Mainstreaming climate resilience into water sector planning, development and operations in Saint Lucia".
 120. WASCO (2024) Mainstreaming climate resilience into water sector planning, development and operations in Saint Lucia: Monitoring and reporting plan. March.
 121. WASCO (2024) Mainstreaming climate resilience into water sector planning, development and operations in Saint Lucia: Monthly progress report, April 2024.
 122. WASCO (2025) Mainstreaming climate resilience into water sector planning, development and operations in Saint Lucia: Project progress report, December 2024 – February 2025.
 123. Water and Sewerage Company Inc. (WASCO) (n.d.) Appendix 1: Terms and Conditions.
 124. Water and Sewerage Company Inc. (WASCO) (n.d.) Appendix 11: Procurement Plan ARC Rev – Capacity Development for the Water and Sewerage Company Inc. for integrating climate resilience into policies, planning and development of investment programmes.
 125. Water and Sewerage Company Inc. (WASCO) (n.d.) Appendix 2: Gender Marker Analysis – Capacity development for the Water and Sewerage Company Inc. for integrating climate resilience into policies, planning and development of investment programmes.
 126. Water and Sewerage Company Inc. (WASCO) (n.d.) Appendix 3: Detailed Budget – ARC Capacity Development for the Water and Sewerage Company Inc. for Integrating Climate Resilience into Policies, Planning and Development of Investment Programme.
 127. Water and Sewerage Company Inc. (WASCO) (n.d.) Appendix 4: Organisational structure – Capacity development for the Water and Sewerage Company Inc. for integrating climate resilience into policies, planning and development of investment programmes.
 128. Water and Sewerage Company Inc. (WASCO) (n.d.) Appendix 5: Summary of historical climate data and projections for Saint Lucia.
 129. Water and Sewerage Company Inc. (WASCO) (n.d.) Appendix 7: Performance Rating System – Capacity Development for the Water and Sewerage Company Inc. for Integrating Climate Resilience into Policies, Planning and Development of Investment Programme.
 130. Water and Sewerage Company Inc. (WASCO) (n.d.) Appendix 8: Key roles and responsibilities of the project coordinator.

ANNEX D – LIST OF INTERVIEWS AND WORKSHOP PARTICIPANTS

Table 2. Interviews

Name²⁴	Job Title	Organisation
Edrea Marques	Operations Officer (Civil Engineer)	CDB
Troy Belgrave	Operations Officer, SSD (education)	CDB
Nesha Beharry-Borg	Project Co-ordinator BRACCCVAS project, Environmental Sustainability Unit (ESU)	CDB
Darren Carter	Young Professional – Gender Equality	CDB
Dindial Ramrattan	Statistician	CDB
Malcolm Wallace	Agriculture and Rural Development Officer	CDB
Rachael Skeete	Resident Implementation Officer	CDB
Martin Baptise	Division Chief, SSD	CDB
Ronald James	Lead Economist/former country economist Saint Lucia	CDB
Justin Carter	Saint Lucia economist	CDB
Andy Gill	Infrastructure lead Saint Lucia	CDB
Damien Reeves	(SDF role)	CDB
Kemberly Gittens	Operations Officer (social analyst)	CDB
Sharon Griffith	Programme Manager	CDB
Dennisha Maxime	Maxime Monitoring and Results Specialist (EID)	CDB
Roberto La Rovere	Head of Evaluation	CDB
Katherine Liakos	Evaluation Officer	CDB
Anthony George	Operations Officer (Social Sector Division)	CDB
Elbert Ellis	Social Sector Division portfolio manager	CDB
Naomi Akoy-Bouguenon	Operations Officer (Procurement)	CDB
Sara-Jade Govia	Operations Officer (Environmental Safeguards), Sustainability Division	CDB
Macricia Auguste-Bushell	Deputy Chief Economist	GOSL
Kerry Joseph-Matthew	Deputy Chief Economist at Department of Economic Development	GOSL
Kendall Khodra	Permanent Secretary, Ministry of Education	GOSL

Name²⁴	Job Title	Organisation
Lauren Blanchard	Health Planner	GOSL
Charlin Louisy Regis	Chief Economist Department of Economic Development and the Youth Economy	GOSL
Mrs. Vera John-Emmanuel	Assistant Director Debt & Investment at Ministry of Finance	GOSL
Kimbert Evans	Economist, Research & Policy Unit	GOSL
Janai Leonce	Chief Economist, Research & Policy Unit, Min of Finance	GOSL
Fumina Mothray Andrew	Dep. Chief Economist, Research & Policy Unit	GOSL
Yasmine Alfred	Economist, Dept. Of Finance	GOSL
Jason LeCorbiniere	Head of Cluster for Poverty, Governance and MEL	GOSL
Cathalina Preville	Department of Public Service	GOSL
Chantall Ottley	Director Human Resource Management	GOSL
Arlene Bushell	PM BRACCVAS project	GOSL
Christine Darcy	Finance & Admin Officer, BRACCVAS project	GOSL
Apral Deterville	BRACCVAS project, Ministry of Agriculture	GOSL
Janey Joseph	Department of Labour and Gender Affairs	GOSL
Lenita Joseph	Permanent Secretary	GOSL
Renata Philogene McKie	Chief Engineer Dept of Infrastructure	GOSL
Barrymore Felicien	former PS Ministry of Agriculture	GOSL
Michael Hall	Financial Sector Senior Specialist	Inter-American Development Bank (IDB) – Barbados Office
Merphilus James	President (Current) - Disabled People's International North America & The Caribbean Inc	National Commission for Persons with Disabilities
Godfrey Ferdinand	President of the National Council on Public Transportation	National Council on Public Transportation
Desmond Dujon Henry	Deputy Director	National Insurance Corporation (NIC)
Manendra George Roberts	Consumer Relations Officer	National Utilities Regulatory Commission (NURC)
Mrs Lisa Florent-Montoute	Director	National Competitiveness and Productivity Council (NCPC)
Ms Sharma Mathurin	Deputy Director	National Competitiveness and Productivity Council (NCPC)
Mr. Howard Wells	Infrastructure Team	National Integrated Planning and Programme Unit (NIPPU)
Mr. Fabian Felix	Infrastructure Team	National Integrated Planning and Programme Unit (NIPPU)

Name²⁴	Job Title	Organisation
Dorn Lafeuille-Simon	Dep. Managing Director and Risk Manager	Saint Lucia Development Bank (SLDB)
Catherine Charles	Portfolio Manager SLDB	Saint Lucia Development Bank (SLDB)
Brandon Antoine	Deputy Project Manager of the Saint Lucia Social Development Fund	Saint Lucia Development Foundation
Javan Lewis	Research and Planning Manager	Saint Lucia Tourism Authority
Jonathan Allain	Director	Small Business Development Centre
Roycelyn St. Hill Howell	Business Development Officer	Small Business Development Centre
Mrs. Joanna Raynold Arthuton	General Manager	Solid Waste Management
Siuwa Iyahan	Acting head of office for UN Women Caribbean.	UN Women
Je'nille Maraj	Planning and Coordination Specialist	UN Women
Angela Davis	Planning and Coordination Specialist	UN Women
Sacha Harris	Coordination Specialist	UN Women
De-Jane Gibbons	Liaison Officer - Subregional Office for the Caribbean, Barbados and the OECS	UNFPA
Maurice Norville	Head Project Management Unit	WASCO
Jason Ernest	Director	Water Resources Management Agency (WRMA)
Bryan Vidal	CEO	Youth Economy Agency
Kendel Emmanuel	Accountant	Youth Economy Agency

ANNEX E – CO-CREATION OF RECOMMENDATIONS WORKSHOP ATTENDANCE AND OUTPUTS

Table 3. Co-creation Workshop Attendance

Name²⁵	Job Title
Charlin Louisy Regis	Department of Economic Development
Macricia Auguste-Bushell	Department of Economic Development
Kerry Joseph-Mathew	Department of Economic Development
Adela Frederick	Department of Finance
Maurice Norville	WASCO
Godfrey Ferdinand	Department of Transport
Kendal Khodra	Department of Education
Priscilla Darcie	Ministry of Agriculture
Kelvin Baptiste	Export Saint Lucia
Franny Monroe	Export Saint Lucia
Janey Joseph	Department of Labour and Gender Affairs
Catherine Charles	Saint Lucia Development Bank
Justin Carter	CDB
Rachael Skeete	RIO CDB
Ronald James	CDB
Janai Leonce	Ministry of Finance
Sara-Jade Govia	CDB
Kemberley Gittens	CDB
Andy Gill	CDB
Lench Fervrier	CDB
Katherine Liakos	CDB
Nesha Beharry-Borg	CDB
Naomi Akoy-Bouguenon	CDB

²⁵ Also participated in ToC workshop

Workshop Agenda

Time	Item	Details
8:30am	Arrivals/Registration and online technical check	
8:45am	Voting on findings and conclusions	Participants to review and vote on the findings and conclusions displayed in the room /online
8:55am	Move to group tables	
9:00am	Introductions	Especially for the benefit of online participants, we aim to start promptly at 9am
9:15am	Workshop Purpose	Presentation by evaluation team
9:20am	Presentation of findings and conclusions	Presentation by evaluation team
9:35am	Plenary discussion of findings & conclusions	Whole group discussion (in person and online together)
9:50am	How to frame recommendations	Presentation by evaluation team
10:00am	Group exercise: Co-creating recommendations from conclusions (includes break)	Group exercise: <ul style="list-style-type: none"> In person: Up to three groups of 5 – 7 people per group in person One online group (online group is only for CDB staff unless otherwise agreed)
11:00am	Group feed-back	Whole group discussion (8 minutes per conclusion)
11:40am	Prioritisation of recommendations	Interactive voting exercise
11:50am	Overview of next steps	Presentation by evaluation team
11:55am	Closing	Remarks by evaluation team and CDB representatives
12pm	LUNCH	

ANNEX F – COLLATED RECOMMENDATION OUTPUTS FROM WORKSHOP

The below represents the consolidation of work conducted in-person and online during the workshop. The below was combined with the evaluation team’s own thinking to form the final report recommendations

Table 4. Collated Recommendation Outputs from Workshop

#	What can be done	Who is responsible	Timeframe
1	Undertake workforce planning/capacity building activity to include options for bringing in temporary staff, or draw from a roster of pre-qualified consultants that can provide surge/short-term support. Use/develop a roster of pre-qualified consultants (e.g., Procurement/SGSS/ESHSS) that clients can use to provide short-term support	CDB - PPU with input from relevant units	During the design of the project to aid with implementation
	Implementation stage - 1 Regular documentation of related issues and risks 2. Quarterly and annual reviews of the CES should be undertaken and should include tracking of results, successes, lessons, bottlenecks, including capacity related challenges. Overall, tools and templates are required to ensure a systematic and standardized approach.	GOSLCDB RIO and Project Leads	Reporting on a monthly/quarterly basis
	Undertake capacity development for results-based management within the context of the next CES. Ensure that this is aligned to the content of both the new CES and the MTDS and that these are connected so that GOSL can easily track performance and contribution of the CES projects and report without duplicating monitoring and reporting efforts. Saint Lucia to implement RBM in National Development Frameworks strategically and supported by capacity building (see below)	GOSL – for doing the monitoring CDB – for providing capacity building	During the development of the next CES

#	What can be done	Who is responsible	Timeframe
	Institutionalize capacity building rather than simply training individuals attached to projects – ensure entire departments and key staff, even if not project officers, have the capacity needed to implement CDB projects (RMB, procurement, HR, etc). Deliver this training through the Public Service Training Programme and mandate use of RMB expertise in the development of the MTD	GOSL – Public Service Training Division, Department for Economic Development CDB – for providing training	Ahead of the next CES design Ongoing training to ensure that skills and increased capacity remain within the workforce
	Streamline interventions to priorities and reduce number and scope of projects in line with CDB's capacity to implement. When designing the CES review where CDB has the most capacity to deliver projects and where there are weaker areas – plan and provide capacity building accordingly. When designing the CES review capacity and consult across projects, people and implementing partners to break down siloes and understand where the same people are managing multiple projects and may lack bandwidth and/or build on synergies	CDB – Justin GOSL – Department for Economic Development	Ahead of next CES design
	Undertake a comprehensive assessment of all projects of a similar nature where overlaps of resource requirements would occur, to limit resource strains:- Financial- Timelines- Human	GOSL/ Dept of E.D and Finance Donors, including CDB	Next 12 months
	Align the new CES development process to GOSL MTDS development process/Timeline	CDB (strategy department)	Parallel to the above
2	Consider a national PMU or special purpose vehicle to undertake project management services that has responsibility for CDB and other donor projects to avoid fragmentation, and leverage scale in implementation capacity.	GOSL	Ongoing
	Ensure all partners are disclosed and engaged fully in the conceptualization and implementation of projects through a database of projects/matrix	Department of Economic Development	Biannual / Quarterly
3	Strengthen/broaden the use of the RIO role as liaison person. Currently, the scope of the position is too small and further support is needed so all projects can be monitored more effectively.	CDB	Now/before next CES
	Schedule and conduct a Mid-term review including review of RMF and results to date. They can often remain static and could do with a refresh so they align with context.	CDB	Midpoint of CES

#	What can be done	Who is responsible	Timeframe
3	Identify key skills gaps in STL (e.g. labour, trades, TVET type skills) and build capacity in these areas, to support future CDB project implementation. Pool resources so that can contract more easily	CDB	Mid point of CES
	Promote greater awareness of the RIO and its role in facilitating project implementation, through a familiarization (e.g. meet and greet meetings)	CDB	Bi-annual
4	Develop a central repository for storing, sharing access to, collating/aggregating and tracking results across projects and other performance data	CDB/GOSL	Next 12 months
	Conduct joint bi-annual (CBD and GOSL) reviews of project objectives against RMF to understand progress, bottlenecks and overall contribution to CES outcomes and GOSL development objectives	GOSL/CDB	Bi-annual throughout next strategic period
	Develop plan to ensure GOSL monitors/collects longer-term development results in the MTDS on a regular basis. Align CES with MTDS development process	GOSL	Next 12 months
5	Multi-stakeholder risk assessment on outcomes during appraisal to identify mitigation measures for sustainability	CDB/ GOSL/Others	Next CES
	(Elements were discussed by group 2, regarding the inclusion of sustainability planning within projects. It was also mentioned that the biggest move towards sustainability is reducing the debt, so that more funds will be available).Group 3 also discussed a lot about how we institutionalise capacity building so that projects can be supported and invest in building government capabilities beyond people on project contracts, which are often short/fixed term, so that they don't lose expertise through staff turnover		

ANNEX G – OUTCOMES, ACHIEVEMENTS AND CDB CONTRIBUTION

Achievement against results and CDB’s contribution to that achievement have been rated as follows:

Limited small or early progress/CDB contribution; **Some** uneven but emerging progress/contribution; **Moderate** clear measurable progress/contribution with partial gaps; **Moderate-Strong** strong progress/influence across most areas; some remaining gaps; **Strong** substantial and system-wide progress or influence

Table 5. Summary of Achievement against Outcomes and Sub-Outcomes

Intended Results	Achievement	CDB Contribution
CES Pillar 1: Enhancing Economic Outcomes Through Infrastructure and Private Sector Development		
Outcome 1: Improved quality climate resistant infrastructure, services²⁶	Moderate-Strong	Moderate-Strong
i. Improved transport sector governance/management and planning	Moderate-Strong	Moderate-Strong
ii. Enhanced capacity to develop inclusive, gender-responsive and resilient transport infrastructure.	Moderate-Strong	Moderate-Strong

26 CDB. Millennium Highway and West Coast Road Reconstruction Project – Annual Portfolio Performance Reports (ARPP), 2020–2024. Bridgetown: CDB; CDB. UKCIF Technical Assistance for Feasibility Studies and Designs for the Upgrading of the Millennium Highway and West Coast Road. Bridgetown: CDB, 2017–2021; CDB. Additional Financing Proposal – Millennium Highway and West Coast Road Reconstruction Project. Bridgetown: CDB, 2024; CDB. Supervision Mission Aide-Mémoire: Saint Lucia Transport Sector Portfolio. Bridgetown: CDB, 2021–2024; Government of Saint Lucia, Ministry of Infrastructure, Ports, Energy and Labour. Millennium Highway and West Coast Road Project Implementation Updates. Castries: GoSL, 2020–2024; UKCIF. Project Completion and Progress Summaries – Millennium Highway and West Coast Road Upgrading. Bridgetown: CDB/UK Government, 2021; Saint Lucia First. “Millennium Highway Reconstruction into Final Stages – Lot 1 at 96% Complete.” SaintLuciaFirst.com, 2025; World Bank. Saint Lucia – Disaster Vulnerability Reduction Project (DVRP) Implementation Reports. Washington DC: World Bank, 2019–2024; OECS Commission. Regional Infrastructure and Road Safety Policy Workstreams. Castries: OECS, 2020–2023; CDEMA. Disaster Preparedness and Emergency Response Coordination Reports for the Eastern Caribbean. Bridgetown: CDEMA, 2020–2024; World Bank. Caribbean Regional Climate and Disaster Risk Reports. Washington DC: World Bank, 2021–2024; National Emergency Management Organisation. Annual Hazard Preparedness and Response Summaries. Castries: NEMO, 2020–2024; Department of Sustainable Development. Saint Lucia Water Sector Adaptation Strategy and Action Plan (Water SASAP). Castries: GoSL, 2018–2024; Ministry of Agriculture, Fisheries, Food Security and Rural Development. Water Policy and Water Resource Management Updates. Castries, 2020–2024; Water and Sewerage Company Inc. Vieux Fort Water Supply Redevelopment Project – Completion Updates. Castries: WASCO, 2021; Adaptation Fund. Re-Water Saint Lucia Project Concept and Endorsement Pack (US\$10m). Washington DC: Adaptation Fund, 2024–2025; World Bank. Unleashing the Blue Economy of the Caribbean (UBEC) – Saint Lucia Project Appraisal Document. Washington DC: World Bank, 2023–2025 (Includes national waste strategy, Vieux Fort landfill closure, composting and separation pilots); UNEP

Intended Results	Achievement	CDB Contribution
iii. Strengthened infrastructure capacity towards mitigation, preparedness, management and coordinated response to natural hazards and the impacts of climate change and climate variability.	Strong	Strong
iv. Improved level of service, accessibility, and mobility for road users.	Moderate-Strong	Moderate-Strong
v. Enhanced water and solid waste management.	Moderate	Moderate
vi. Enhanced farm resilience, productivity and competitiveness	Strong	Strong
Outcome 2: Enhanced viability of MSME²⁷	Moderate-Strong	Moderate-Strong
vii. Improved MSME capacity in continuity/resilience planning, financial literacy, marketing and eCommerce	Strong	Moderate
viii. Improved MSME knowledge/awareness of key regulations to improve market access	Moderate	Strong
CES Pillar 2: Enhancing Inclusive Social Development and Protection		
Outcome 3: Improved quality, equity, efficiency, effectiveness of education	Moderate	Moderate

/ IUCN. Saint Lucia Marine Litter Management Action Plan (ML-MAP), 2023. Nairobi/Gland: UNEP/IUCN, financed by the EU; BCRC-Caribbean. Regional POPs Waste Management Programme (GEF-5558) – Saint Lucia Deglos Composting Pilot. Port of Spain: BCRC-Caribbean, 2021–2024; OECS Commission. RePLAST and Regional Waste Governance Initiatives – Final and Progress Reports. Castries: OECS, 2020–2024; Adaptation Fund. Building Resilience for Adaptation to Climate Change and Climate Variability in Agriculture in Saint Lucia (US\$9.9–10.8m). Washington DC: Adaptation Fund, 2019–2024; CDEMA & FAO. Resilient Environment and Agricultural Caribbean Habitats (REACH) – Country Updates: Saint Lucia. Bridgetown/Rome: CDEMA/FAO, 2020–2024; IICA. Climate-Smart Agriculture, Digitalization, and Youth Agri-Innovation Initiatives – Saint Lucia Reports. San José: IICA, 2020–2024; FAO. Saint Lucia: Biodiversity, Climate-Smart Agriculture and Seed Systems Support Projects – Country Activity Summaries. Rome: FAO, 2020–2024

²⁷ CDB. Saint Lucia MSME Loan-Grant Facility – Project Overview. Bridgetown: CDB, 2023–2024; CDB. Enhancing the Capacity of Stakeholders in the Agriculture Sector to Supply Quality Products in New Markets – Project Summary. Bridgetown: CDB/EU Standby Facility, 2024–2025; CDB. Consultancy Services for Marketing and Digitalisation: Request for Expressions of Interest. Bridgetown: CDB, 2024.; Government of Saint Lucia. Enhancing Our Infrastructure for Security and Prosperity: National Address. Office of the Prime Minister, Castries, 2025; Government of Saint Lucia. Business Month Activities and MSME Support Programmes. Ministry of Commerce, 2023–2024.; Export Saint Lucia. Agriculture Stakeholders to Benefit from CDB-Funded Export Saint Lucia-Led Project. Castries: Export Saint Lucia, 2024–2025; Export Saint Lucia. EXCELP Programme – Social Media Marketing Workshop Summary. Castries: Export Saint Lucia, 2024; Saint Lucia Chamber of Commerce. Business Continuity Planning Workshop – Elevate Programme. Castries: Saint Lucia Chamber of Commerce, 2023–2025; Saint Lucia Chamber of Commerce. Finance for Non-Financial Managers Training – Delivered with German Sparkassenstiftung (DSIK). Castries: Chamber of Commerce, 2021–2024; OAS. Digital Enhancement Program for MSMEs – Saint Lucia Component. Washington, DC: OAS Development Cooperation Fund, 2021–2024; OAS. Women’s Economic Empowerment (WEE-EC) Toolkit – Financial Literacy and Access to Finance Resources. Washington, DC: OAS, 2024; IICA. Agri-MSME Export Readiness and E-Commerce Programme – Saint Lucia Beneficiary Report. San José: IICA, 2020–2022; Caribbean Chambers of Commerce (CARICHAM). Business Resilience Toolkit for MSMEs. CARICHAM Network, 2023; OECS Commission. MSME Development and Standards Support Programmes. Castries: OECS, 2020–2024.

Intended Results	Achievement	CDB Contribution
ix. Expanded supply of certified, skilled and employable male and female labour in key development areas	Moderate	Moderate
x. Increased share of children receiving high quality early childhood education	Some	Some
xi. Increased students achieving minimum requirements to matriculate through the education system	Moderate	Moderate-Strong
xii. Improved educational progress and outcomes for pupils with SEN	Moderate	Moderate-Strong
Outcome 4: Improved Youth Outcomes	Moderate	Moderate-Strong
xiii. A reduction in young males and females in conflict with the law	Limited	Some
Outcome 5: Strengthened Social Protection System	Moderate	Moderate-Strong
xiv. Improved capacity to deliver social protection programmes, including through digital systems	Some	Some
xv. Improved access to and engagement in workfare programmes	Moderate	Some
Outcome 6: Improved access to quality health care	Moderate	Moderate
xvi. Increased access to psychosocial and mental health services	Some	Some
xvii. Enhance resilience and capacity of the public health care system to respond to health security threats	Moderate-Strong	Moderate
xviii. Basic needs supported for communities most affected by COVID-19	Moderate	Strong
CES Pillar 3: Enhancing Disaster Risk Management and Disaster Risk Reduction Systems		
Outcome 7: Improved resilience to disaster and climate change	Moderate	Moderate
xix. Improved public sector sustainable development (including land use) governance and capacity	Moderate	Moderate
xx. Improved public sector and community capacity to plan for/respond to natural hazards and climate risks	Moderate	Some
CES Pillar 4: Effective Crisis Response and Good Governance		
Outcome 8: Improved crisis response systems, institutions, governance	Moderate	Strong
xxi. Improved governance structures, including in fiscal management	Moderate	Strong
xxii. Improved crisis response capacity, systems and institutions	Moderate-Strong	Strong
xxiii. Improved regulation of the energy, water and sanitation sectors	Some	Moderate

Detailed assessment of achievement and contribution

Intended Results

Achievement

CDB Contribution

CES Pillar 1: Enhancing Economic Outcomes Through Infrastructure and Private Sector Development

Moderate-Strong

Progress toward climate-resilient and higher-quality infrastructure in Saint Lucia has been substantial but uneven across sectors.

Transport: Major climate-resilient road and bridge works are underway, with improved design standards (drainage, slopes, geotechnical integrity, road safety) now embedded, though full benefits are pending completion of all works along the Millennium Highway and West Coast corridor.

Disaster Risk Management: Saint Lucia has strengthened hazard-aware infrastructure planning and disaster preparedness, supported by robust diagnostics, engineering studies, and regional coordination.

Water: Significant gains from water supply upgrades (e.g., Vieux Fort system), Water SASAP implementation, and new Adaptation Fund financing for system-wide resilience.

Solid Waste: Strong progress on planning and policy (Marine Litter Action Plan, UBEC strategy and infrastructure pipeline), but physical infrastructure and enforcement remain underdeveloped.

Agriculture: A major Adaptation Fund programme is advancing climate-resilient production systems, irrigation, soil conservation, value-chain resilience, and farm-level adaptive capacity.

Overall, the country is clearly moving in the right direction, but the pace of delivery is moderated by capacity constraints, procurement delays, and incomplete implementation of several flagship investments.

Moderate-Strong

CDB is a central and strategic contributor to this high-level outcome, but its realised impact is affected by the pace of implementation.

Areas of strong contribution:

Climate-resilient transport infrastructure. Through the Millennium Highway & West Coast Road Reconstruction Project and associated UKCIF technical assistance, CDB has significantly influenced national engineering standards, hazard-resilient design, drainage, and slope stability.

Hazard diagnostics and resilience planning: Extensive hydrological, hydraulic, geotechnical, and climate-risk analysis have set a benchmark for future infrastructure projects.

Agriculture resilience: CDB plays a strong implementation and oversight role in the US\$9.9–10.8m Adaptation Fund agriculture project, directly contributing to farm resilience and productivity improvements.

Areas where contribution is moderate:

Governance and transport sector management: While CDB introduced PMU/PMOC structures and strengthened oversight, systemic delays and institutional constraints reduced the depth of realised governance improvements.

Mobility and service levels: Partial completion of corridor works means only segment-level mobility benefits are currently visible.

Water & solid waste: CDB's footprint is notable but also important contributions from World Bank, EU, and UNEP/UNIDO in the 2020–2025 period

Outcome 1: Improved quality climate resistant infrastructure, services²⁸

28 CDB (2020–2024). Millennium Highway and West Coast Road Reconstruction Project – Annual Portfolio Performance Reports (ARPP); CDB (2024). Additional Financing Proposal – Millennium Highway and West Coast Road Reconstruction Project; CDB (2017–2021). UK Caribbean Infrastructure Fund (UKCIF) Technical Assistance for Feasibility Studies and Designs for the Upgrading of the Millennium Highway and West Coast Road; CDB (2021–2024). Supervision Mission Aide-Mémoire: Millennium Highway & West Coast Road Reconstruction Project; Ministry of Infrastructure, Government of Saint Lucia (2023–2025). Millennium Highway Reconstruction Updates; Saint Lucia First (2025). “Millennium Highway Reconstruction Into Final Stages – Lot 1 at 96% Complete”; World Bank (2019–2024). Saint Lucia – Disaster Vulnerability

Intended Results	Achievement	CDB Contribution
i. Improved transport sector governance/management and planning	<p>Moderate</p> <p>Governance systems are improving but still constrained by procurement delays, limited PMU capacity, unclear inter-agency roles, and slow decision-making.</p>	<p>Moderate</p> <p>Transport: MHWCRPP PMU strengthening; governance reforms triggered by delays; UKCIF TA improved oversight and design standards; BNTF/SSDF strengthened community-level procurement and monitoring.</p> <p>Water: GCF Readiness Assessment strengthened governance, project management, planning, HR and knowledge systems; WASCO PMU strengthened through RIO engagement, supervision missions and close-out processes for 7th & 8th Water.</p>
ii. Enhanced capacity to develop inclusive, gender-responsive and resilient transport infrastructure.	<p>Moderate</p> <p>Resilient and inclusive features (drainage, safer cross sections, bus stops, signage, pedestrian features) are becoming physically realised. However, gender-responsive design is emerging but not embedded sector-wide</p>	<p>Moderate-Strong</p> <p>Transport: MHWCRPP gender and social assessments; inclusive designs; identification of vulnerable users through iRAP; community-level accessibility improvements via BNTF/SSDF.</p> <p>Water: Gender mainstreaming occurs through stakeholder engagement, community meetings (134 participants) under GCF Readiness; water supply improvements reduce burdens disproportionately affecting women (e.g., reliability, time spent sourcing water).</p>

Reduction Project (DVRP) Implementation Status Reports; United Nations Office for Project Services (2023). National Infrastructure Assessment of Saint Lucia; Caribbean Disaster Emergency Management Agency (2020–2024). Hazard Preparedness and Emergency Response Reports – Eastern Caribbean; World Bank (2025). Disaster Risk Management Development Policy Financing with a Catastrophe Deferred Drawdown Option – Saint Lucia; National Emergency Management Organisation (2020–2024). Annual Emergency Preparedness Reports; CDB (2023). Project Supervision Report – Sixth Water Supply Project; CDB (March 2024). Monthly Progress Report – Seventh Water Supply Project; CDB (December 2024). Final Project Report – Seventh Water Supply Project; CDB (2020). Project Supervision Report – Eighth Water Supply Project; CDB & Green Climate Fund (2023). Saint Lucia Readiness Support for Climate Resilience – Final Report; Government of Saint Lucia (2018–2024). Water Sector Adaptation Strategy and Action Plan (Water SASAP); World Bank (2023). Unleashing the Blue Economy of the Caribbean (UBEC) – Saint Lucia Project Appraisal Document; United Nations Environment Programme & International Union for Conservation of Nature (2023). Saint Lucia Marine Litter Management Action Plan; Basel Convention Regional Centre for the Caribbean (2021–2024). GEF-5558 Regional Persistent Organic Pollutants Waste Management Programme – Saint Lucia Deglos Composting Initiative; Adaptation Fund (2019). Building Resilience for Adaptation to Climate Change and Climate Variability in Agriculture in Saint Lucia – Project Document; CDB (2019–2024). Adaptation Fund Project Summary: Agriculture Resilience – Saint Lucia; Adaptation Fund (2023). Request for No-Cost Extension – CDB/St Lucia Agriculture Project (AFB/B.40–41/7); CDB (2025). “Building Resilience: Transforming Saint Lucia’s Agriculture Sector in the Face of Climate Change”; Caribbean Disaster Emergency Management Agency & Food and Agriculture Organization (2021–2024). Resilient Environment and Agricultural Caribbean Habitats (REACH) – Saint Lucia Country Report; Inter-American Institute for Cooperation on Agriculture (2020–2024). Climate-Smart Agriculture and Youth Innovation Activities – Saint Lucia Reports; Food and Agriculture Organization (2020–2024). Climate-Smart Agriculture and Seed Systems – Saint Lucia Country Activities; Government of Saint Lucia (2022). National Adaptation Plan Progress Report (2018–2021); Ministry of Finance, Government of Saint

Intended Results	Achievement	CDB Contribution
iii. Strengthened infrastructure capacity towards mitigation, preparedness, management and coordinated response to natural hazards and the impacts of climate change and climate variability.	<p>Strong</p> <p>Hazard-aware design is now standard in new major works. Transport system resilience remains constrained by incomplete corridor works; water system resilience has substantially improved through major infrastructure completions and dam rehabilitation.</p>	<p>Strong</p> <p>Transport: MHCRRP CVRA-driven designs; slope, drainage and bridge upgrades; UKCIF TA climate-resilient designs; BNTF drainage for local flood protection.</p> <p>Water:</p> <p>6th Water: Grace & Beausejour WTPs; HDPE mains; reservoirs; hydrometric equipment; SCADA procurement; Vieux Fort watershed rehabilitation.</p> <p>7th Water: JCD spillway & drainage rehabilitation; stability improvements; dam safety enhancements; 2024 completion confirmed; close-out 2025.</p> <p>8th Water: Dennerly WTP; resilient pipelines; sludge facility; turbidity improvements.</p> <p>Readiness: Climate training for 20 staff; resilience mainstreaming plans; improved coordination systems.</p>
iv. Improved level of service, accessibility, and mobility for road users.	<p>Moderate-Strong</p> <p>Mobility improving through targeted upgrades, but still constrained by geography, road failures, narrow alignments, and incomplete major investments.</p>	<p>Moderate-Strong</p> <p>Transport: MHCRRP lots improving ride quality and travel reliability; TA assessments supporting safer mobility; BNTF community road works improving last-mile access.</p> <p>Water: Improved water service reliability and pressure indirectly support road works and economic activities; improved drainage from water projects reduces road flooding in some communities.</p>
v. Enhanced water and solid waste management.	<p>Moderate</p> <p>Strong progress in water management; limited evidence on solid waste. Water security improved significantly with new WTPs, reservoirs, upgraded pipelines, dam works, watershed rehabilitation, and capacity building.</p>	<p>Moderate</p> <p>6th Water: WTPs, reservoirs, HDPE mains; NRW reduction measures; watershed rehabilitation.</p> <p>7th Water: Dam rehabilitation improving raw-water reliability and quality.</p> <p>8th Water: Dennerly WTP; pipeline upgrades; sludge management system; turbidity improvements.</p> <p>Readiness: Institutional strengthening; planning; communications; climate education for communities.</p>

Intended Results	Achievement	CDB Contribution
vi. Enhanced farm resilience, productivity and competitiveness	<p>Strong</p> <p>Strong progress through CSA adoption, REACH project, IICA/FAO training, and major adaptation investments; resilience improving across producer groups.</p>	<p>Strong</p> <p>BRACVAAS supports ~12,000 people: water security, irrigation schemes, soil conservation, protected agriculture, agro-parks, climate services. Strong alignment with Agriculture SASAP.</p> <p>In water: All three water supply projects increase water security and reduce service interruptions, indirectly benefiting farms relying on domestic networks; watershed stabilisation reduces sedimentation and runoff affecting farmlands.</p> <p>In transport: Road improvements from MHWCRPP facilitate access to markets and agricultural inputs; drainage improvements reduce losses from flooding.</p>
Outcome 2: Enhanced viability of MSME ²⁹	<p>Moderate-Strong</p>	<p>Moderate-Strong</p>
vii. Improved MSME capacity in continuity/resilience planning, financial literacy, marketing and eCommerce	<p>Strong</p> <p>Since 2020, Saint Lucia has demonstrated clear, measurable progress in strengthening MSME capacity in business continuity and resilience planning, financial literacy, marketing, and e-commerce. Multiple national and regional initiatives—including business continuity planning workshops, digitalisation programs, financial-literacy toolkits, exporter-capacity programmes, and donor-funded digital transformation projects—have significantly expanded the skills and resources available to MSMEs. Training is now more frequent, more targeted, and increasingly practical, offering templates, hands-on exercises, and follow-up support. Post-COVID recovery efforts also accelerated digital adoption: MSMEs now have greater access to tools for e-payments, online branding, virtual tradeshow, and social-media marketing. Overall, the ecosystem reflects a shift from ad-hoc training pre-2020 to a more structured, repeated, and multi-donor-supported approach, showing clear progress in MSME capability-building.</p>	<p>Moderate</p> <p>CDB is the largest external contributor to MSME marketing and digitalisation capacity through the MSME Loan-Grant Facility and its Marketing & Digitalisation technical assistance component. Loan-Grant Facility did provide significant financial resilience, preventing business closures.</p> <p>CDB/EU Standby Facility financing to Export Saint Lucia significantly strengthened export-related capacity, including packaging, labelling, quality standards and market-readiness training. Packaging & Labelling project did contribute moderately to marketing/e-commerce readiness.</p>

Intended Results

Achievement

CDB Contribution

Moderate

viii. Improved MSME knowledge/awareness of key regulations to improve market access

Clear progress via CDB/EU and Export Saint Lucia export-readiness work, but coverage is more sector-specific and not as broad across the MSME sector.

Strong

CDB (including EU–CDB Standby Facility financing) is the primary driver of improved MSME regulatory awareness through export-readiness projects delivered via Export Saint Lucia.

These projects directly address international market requirements, packaging and labelling rules, standards compliance, and regulatory navigation—core to this sub-outcome.

CES Pillar 2: Enhancing Inclusive Social Development and Protection

Moderate

**Outcome 3:
Improved quality,
equity, efficiency,
effectiveness of
education**

Between 2020 and 2025, Saint Lucia made moderate progress in improving the quality, equity and effectiveness of its education system. CSEC performance improved steadily, rising from about 70% in 2021 to 78% in 2025, with English A showing strong gains, though Mathematics remains a key weakness. The skills pipeline also expanded, with 3,000 students completing enhanced TVET qualifications and more than 3,200 people benefiting from job-focused training under the World Bank’s HCRP. Inclusion strengthened as well: 75 teachers earned Special Needs Education certification, assistive devices and renovated facilities supported SEN learners, six new pre-K classrooms came online through OECS PEARL, and the government adopted a new Special Needs Education Policy alongside new accessible buses. Digital learning capacity improved through 20 SMART classrooms, trained teachers, and benefits reaching over 4,500 students. Despite these gains, progress is not yet “strong” because some major reforms faced delays, HCRP showed mixed performance, maths outcomes remain low, and robust data on primary learning and equity gaps are still lacking—meaning several reforms’ impacts will only become visible after 2025.

Moderate

Moderate:

Through the Education Quality Improvement Project (EQulP), CDB delivered concrete system gains in this period—training 75 teachers in Special Needs Education, upgrading four special-education centres, renovating three primary schools, and strengthening curriculum, leadership and school-improvement capacity. These improvements fed into stronger system readiness for learning recovery, early-grade quality and inclusive education. Although CDB’s large new education programme (PERT) was only approved in 2025—and therefore its results lie beyond this review period—it reinforces the Bank’s strategic leadership in long-term system transformation. Overall, CDB’s investments delivered tangible but overall moderate infrastructure, teacher capacity and SEN inclusion gains.

Readiness Training Summaries; Export Saint Lucia (2022) Packaging and Labelling Improvement Programme – Participant Guidance Materials; Saint Lucia Bureau of Standards (2020–2024) National Standards, Labelling Compliance Workshops and Public Training Notices; Government of Saint Lucia – Ministry of Commerce (2020–2024) MSME Support Programmes and Digital Transformation Training Releases; Organisation of Eastern Caribbean States (2021–2024) OECS Digital Trade and E-Commerce Training Reports; International Trade Centre (2021–2023) Caribbean E-Commerce and Digital Entrepreneurship Training Materials; United Nations Development Programme (2020–2023) Digital Transformation

Intended Results	Achievement	CDB Contribution
ix. Expanded supply of certified, skilled and employable male and female labour in key development areas	<p style="text-align: center;">Moderate</p> <p>Between 2020 and 2025, Saint Lucia made moderate progress in expanding its pool of certified, job-ready workers. Under the World Bank’s Human Capital Resilience Project, 3,000 students completed enhanced TVET qualifications and 3,230 people (including nearly 2,000 women) participated in job-focused training and placement programmes. The TVET system was also strengthened through a labour-market needs assessment, full budget funding for the TVET Council, and 80 teachers completing workplace immersion to better align training with industry needs. However, there is still no data on whether these graduates are finding better jobs or higher earnings, and gender disparities within TVET remain unclear. Overall, skills supply has clearly grown, but labour-market impact is not yet measurable—supporting a “Moderate” progress rating.</p>	<p style="text-align: center;">Moderate</p> <p>EQULP and (late-period) PERT focus on relevance, quality and teacher development; during 2020–2025 the most tangible skills-related outputs under CDB are teacher training and some infrastructure rather than directly counted graduates.</p>
x. Increased share of children receiving high quality early childhood education	<p style="text-align: center;">Some</p> <p>Between 2020 and 2025, Saint Lucia made some progress in early childhood education, with clear increases in support and capacity but limited evidence of system-wide change. The government introduced direct fee subsidies for over 2,500 preschoolers and provided grants to 93 private centres to improve learning materials, while OECS PEARL supported the refurbishment of six pre-K classrooms and strengthened school leadership. These actions improved the environment for early learning, but there is still no updated data showing whether enrolment or quality have measurably increased across the sector. As a result, while investments and policy attention grew, the extent of actual improvement in access or quality remains unclear—justifying a “Some” progress rating.</p>	<p style="text-align: center;">Some</p> <p>Through PERT (approved March 2025) CDB will fund expansion of early childhood services, but real results from this only start after 2025; within 2020–2025, its ECE impact is mainly via system-wide education support rather than measurable ECE outputs.</p>

for Micro and Small Enterprises – Caribbean Programme Reports; International Labour Organization (2020–2024) Caribbean Enterprise Resilience and Business Continuity Management Trainings; Caribbean Export Development Agency (2020–2024) Export Competitiveness and Market-Readiness Training Reports; Eastern Caribbean Central Bank (2021–2024) Financial Literacy and Digital Financial Services Awareness Materials; Government of Saint Lucia – Department of Sustainable Development (2020–2024) MSME Climate Resilience and Business Continuity Awareness Publications.



Intended Results

Achievement

CDB Contribution

Moderate

- xi. Increased students achieving minimum requirements to matriculate through the education system

Between 2020 and 2025, Saint Lucia made moderate progress in student matriculation, with steady and measurable improvements in CSEC performance. Overall pass rates rose from 69.86% in 2021 to 75.3% in 2024, reaching 78.05% in 2025, the country's best result in five years and well above the regional average. English A saw particularly strong gains, climbing to about 85% in 2025, while Mathematics—though still the weakest subject—held between 38–44% and improved to roughly 42% in 2025, slightly outperforming regional norms. These trends show clear strengthening of secondary-level outcomes during the period.

Moderate-Strong

EQULP (US\$16.2m) is explicitly targeted at raising quality, equity and efficiency in schooling, and has delivered teacher training, special-ed capacity, infrastructure improvements and equipment across the system during 2020–2025.

PERT (US\$17m), approved in March 2025, will influence matriculation more after 2025; it doesn't drive the 2020–2025 rating but reinforces CDB's strategic role.

Moderate

- xii. Improved educational progress and outcomes for pupils with SEN

Between 2020 and 2025, Saint Lucia made moderate progress in strengthening support for learners with special educational needs, with clear gains in capacity and access. Seventy-five teachers completed specialised SEN training, assistive devices and upgraded facilities were provided to multiple special-education centres, and new national policies—including the 2024 Special Needs Education Policy and updated Education Act provisions—established a stronger framework for inclusion. OECS PEARL added regional training and a SEN survey, while new wheelchair-accessible buses in 2023 and 2025 improved physical access to schooling. However, because there is no published data on SEN learning outcomes or progression during this period, improvements are best understood as enhancements to the enabling environment rather than evidence of stronger student outcomes.

Moderate-Strong

EQULP's SEN teacher training and equipment are among the most tangible SEN investments in 2020–2025. PERT (approved 2025) will build a dedicated school for students with special needs and further expand SEN services, but that's mainly post-2025.

Intended Results	Achievement	CDB Contribution
Outcome 4: Improved Youth Outcomes³⁰	Moderate	Moderate-Strong
	<p>EQULP’s SEN teacher training and equipment are among the most tangible SEN investments in 2020–2025. PERT (approved 2025) will build a dedicated school for students with special needs and further expand SEN services, but that’s mainly post-2025.</p>	<p>US\$7.6m loan approved July 2023 to finance Saint Lucia’s Youth Economy Project (YEP), providing grant/loan finance, training and mentoring via YEA, expected to reach >3,000 youth. Youth Economic Empowerment through Enterprise pilot, financed under CDB’s Basic Needs Trust Fund (BNTF), implemented from 2021 through SSDF; used enterprise support (incl. “Business of Music” accelerator) to tackle social issues affecting youth.</p>
xiii. A reduction in young males and females in conflict with the law	Limited	Some
	<p>Homicides rising (From 72 in 2020 to 77 in 2024); strong reform activity (JJRP legacy, OASYS, Child Justice Act, new facilities), but there are no published impact data yet on recidivism or conflict-with-law rates.</p>	<p>CDB’s Youth Economy Project and BNTF-financed Youth Economic Empowerment through Enterprise project provide alternative livelihoods and enterprise opportunities for poor and at-risk youth, explicitly described by CDB as a way to reduce youth unemployment and curb crime. These operate on the risk-factor side (employment, inclusion), not directly in juvenile courts or probation.</p> <p>Safety Nets for Vulnerable Populations :CDB finances part of the social-protection strengthening and the New Beginnings Learning Resource Centre, which directly serves children in conflict with the law, but there are no published impact data yet on recidivism or conflict-with-law rates.</p> <p>CDB’s influence is important on prevention and protection, but evidence that this has reduced youth conflict with the law at scale between 2020 and 2025 is not yet available.</p>

30 International Labour Organization (ILO). ILOSTAT Database – Youth Unemployment, Saint Lucia (2020–2024); Government of Saint Lucia. Budget Address 2024/2025 – Labour Force and Youth Employment Trends.; Government of Saint Lucia. Budget Address 2025/2026 (“Expanding Opportunities”). Youth Economy Agency performance data (grants, training, mentorship); International Monetary Fund (IMF). Saint Lucia – 2024 Article IV Consultation Staff Report. Washington, DC: IMF.; Government of Saint Lucia. Youth Economy Agency Launch & Progress Update (2023–2024). Ministry of Youth Economy official statements.; Government of Saint Lucia. Youth Economy Agency Annual Results Summary (2024–2025); CDB (CDB). (2023). Saint Lucia Youth Economy Project – Loan Approval (US\$7.6 million). Press Release, July 2023.; CDB (CDB). (2024). Youth Economy Project Launched – Supporting Youth Entrepreneurship in Saint Lucia.; Parliament of Saint Lucia. Youth Economy Agency Act, No. 17 of 2022.; CDB (CDB). Basic Needs Trust Fund (BNTF) – YEETE Pilot Summary (2021–2023); Saint Lucia Social Development Fund (SSDF). YEETE Programme Overview and Results – “Business of Music” Accelerator.; European Union (EU) / GEPSED Project. (2022–2024). Employment Generation through Skills Provision for the Excluded and Disadvantaged (GEPSED) – Project Overview.; Sacred Sports Foundation / EU. (2024). Including Us Project – Press Launch & Baseline Summary.; World Bank. (2020–2025). Human Capital Resilience Project (HCRP) – Implementation Status & Results Reports (2020–2024); World Bank. (2024). OECS Skills and Innovation Project (SKIP) – Project Appraisal Document & Launch Press Release.; Royal Saint Lucia Police Force

Intended Results

Achievement

CDB Contribution

Moderate

From 2020–2025, Saint Lucia made moderate overall progress in strengthening its social protection system, driven initially by a large-scale COVID-19 response that expanded unemployment benefits and income support and used SL-NET 3.0 to target emergency assistance more fairly. UN partners enabled a substantial PAP expansion of roughly 1,000 households, while CDB’s Safety Nets Project further broadened coverage—reaching vulnerable groups both within existing programmes and in the informal sector, with around 87% of project funds disbursed by mid-2025. At the policy level, the adoption of the National Social Protection Policy (2022–2030) and the establishment of inter-ministerial and civil-society coordination bodies marked significant institutional advances. Under the World Bank’s HCRP, several reform milestones were achieved, including applying SL-NET 3.0 to 60% of PAP beneficiaries and piloting a new graduation programme (Koudmen Sent Lisi). However, major systems reforms—particularly the national social registry, integrated MIS, digital G2P payments, and consistent shock-responsive mechanisms—remain only partially implemented, with key WB targets unmet.

Moderate-Strong

CDB made moderate-to-strong contribution to social protection in Saint Lucia from 2020–2025 through both crisis response and medium-term system strengthening. The ESR PBL (2020) created the fiscal space for the Government to roll out the ERP and ISP during COVID-19 and required the application of SL-NET 3.0 to target expanded assistance. Building on this, the Safety Nets Project (2022–2025) directly financed the scale-up of cash transfers and related services, achieving 87% disbursement by mid-2025 and providing dedicated support through a Social Safety Nets Specialist and strengthened M&E. Work initiated under the ESR PBL also laid the groundwork for a companion SP project aimed at digitising payments and enhancing M&E and unemployment insurance design—illustrating CDB’s central role in both immediate protection of vulnerable households and in shaping the future architecture of the SP system, even where full implementation is still underway.

Outcome 5: Strengthened Social Protection System³¹

(RSLPF). Annual Crime Statistics & Serious Crime Reports (2020–2024).; UN Office on Drugs and Crime (UNODC). Global Homicide Estimates – Saint Lucia (2020–2023).; Local Media (Loop News, St Lucia Times, DBS). Homicide Count Reports 2020–2024 (72–77).; CARICOM / Public Health Experts. Crime & Violence Gap Analysis (2023–2024) – Saint Lucia designated among highest-violence states in the region.; Government of Saint Lucia. Child Justice Act (2018) – Legal framework for diversion & rehabilitation.; UNICEF Eastern Caribbean. (2021–2023). Situation Analysis of Children in Saint Lucia – juvenile justice system performance & data gaps.; OECS Commission. (2022). Juvenile Justice Reform Project II (JJRP II) – Final Closure & Regional Results Report.; USAID / OECS. (2022–2026). OASYS Project – Opportunities to Advance and Support Youth for Success: Saint Lucia National Workshop Reports & Legislative Review Summaries (2023–2024).; CDB (CDB). (2022–2024). Saint Lucia – Safety Nets for Vulnerable Populations Affected by Coronavirus (with IDB & GOSL).; Inter-American Development Bank (IDB). Loan Documents & Press Releases for the Safety Nets Project (including New Beginnings Learning Resource Centre).; Government of Saint Lucia. New Beginnings Transit Home – Upgrades and Learning Resource Centre Announcements (2022–2024).; Government of Saint Lucia. Medium-Term Development Strategy 2020–2023 – Youth, security & social inclusion priorities.; Ministry of Equity, Social Justice and Empowerment. Programme performance statements (2020–2025) – including child protection, youth rehabilitation, and after-school programmes.; CARPHA / Regional Public Health Entities. Gang Violence & Youth Violence as Public Health Crisis in the Caribbean (2022–2024).; Civil Society (Sacred Sports Foundation; Uptown Garden Girls’ Centre). Inclusion, psychosocial support and youth outreach interventions (2020–2024).

31 World Bank (2025) Implementation Status and Results Report – Human Capital Resilience Project; World Bank (2024) Restructuring Paper – Human Capital Resilience Project; Government of Saint Lucia (2024) Special Needs Education Policy

Intended Results	Achievement	CDB Contribution
<p>xiv. Improved capacity to deliver social protection programmes, including through digital systems</p>	<p style="text-align: center;">Some</p> <p>From 2020–2025, Saint Lucia made some progress in strengthening its capacity to deliver social protection programmes. Important foundations were laid: the SL-NET 3.0 targeting system was updated and applied, the National Social Protection Policy (2022–2030) was adopted, and new coordination structures such as the Inter-Ministerial Committee on Social Protection and a Civil Society Platform were created. Work also advanced on designing an integrated social registry and digital government platforms, although these remain partially implemented, with registry coverage targets unmet and no clear evidence yet of routine digital government-to-person payments. Implementation capacity improved modestly through initiatives such as the Safety Nets project’s specialist support and UN-backed communication and adaptive SP work, but these have not yet translated into system-wide practice change. Overall, progress reflects meaningful policy and design gains, but core delivery systems are still not fully functional, making this period one of important groundwork rather than full transformation.</p>	<p style="text-align: center;">Some</p> <p>Through the Safety Nets project, CDB made targeted but still early-stage contributions to strengthening SP delivery systems. It financed a Social Safety Nets Specialist, supported semi-annual reporting and project-level M&E, and—via an IDB-financed consultancy—advanced development of an ICT monitoring tool to better track PAP households. In parallel, CDB’s ESR PBL policy dialogue pushed for future digitisation of beneficiary payment systems and stronger M&E frameworks, although these system-wide changes have not yet fully materialised in practice. Overall, CDB played a constructive but still emerging role in systems and digital strengthening during 2020–2025, reflected in a “Some” level of contribution.</p>

and Strategy; Government of Saint Lucia (2024) Budget Address and Social Protection Announcements; Government of Saint Lucia (2023–2024) Press Releases – Health Infrastructure, UHC Policy, NCD Screening and Primary Care Strengthening; CDB (2020) Economic and Social Review Policy-Based Loan (ESR PBL) Documentation; CDB (2023) Policy-Based Loan for Sustainable and Resilient Recovery; CDB (2022–2024) Safety Nets for Vulnerable Populations Project Updates; CDB (2021–2023) EQuIP and Health Resilience Project Speeches and Progress Briefs; OECS Commission (2023–2024) PEARL Programme Updates and Press Releases; PAHO (2020–2024) Mental Health Policy and Integration Updates for Saint Lucia; UNFPA & UN Women (2024) GBV/GBViE Training Summary Reports; UNICEF (2020–2022) “Cash plus Care” Programme Briefs; National Insurance Corporation of Saint Lucia (2020–2021) ERP and ISP Benefit Summary; St. Lucia Times (2023–2025) Health and Social Protection Reporting; Caribbean News Global (2024) Early Childhood and Social Support Announcements; Saint Lucia Access Government Portal (2021–2025) Education, Health and Social Protection Press Releases



Intended Results

Achievement

CDB Contribution

Moderate

Some

- xv. Improved access to and engagement in workfare programmes

Since 2020, Saint Lucia has made moderate progress in expanding and strengthening workfare-style programmes, though the shift from welfare to workfare remains incomplete. Longstanding initiatives such as HOPE, STEP, BNTF projects, and skills programmes delivered through Saint Lucia Social Development Fund, National Enrichment Learning Unit, National Skills Development Centre, Centre for Adolescent Renewal and Education continued to offer short-term employment, training, and livelihood support. The World Bank's HCRP introduced a graduation strategy linking PAP beneficiaries to TVET, training, internships, and job placements, and complementary youth skills initiatives broadened employability opportunities. However, there is no evidence that the CES target—raising workfare participation from 10% to 60%—was achieved, and the available activity largely reflects enhanced training and small-scale empowerment linkages rather than a scaled national public works or fully integrated workfare system. Both CDB and GOSL documents emphasise that the shift toward workfare is still in progress, making overall advancement in this area moderate rather than transformative.

CDB programmes – particularly Youth Economy Project and BNTF-financed youth and micro-enterprise initiatives – support employment and livelihoods for vulnerable groups, complementing government-led STEP and Homecare.

Intended Results	Achievement	CDB Contribution
<p>Outcome 6: Improved access to quality health care³²</p>	<p>Moderate</p> <p>Primary care strengthened: expanded NCD screening, improved service quality via WB PBF pilot, updated UHC policy work. COVID-era diagnostic capacity (PCR lab, triage, PPE stock, quarantine) retained. Major capital upgrades (La Ressource, Soufrière Hospital, Comfort Bay, oxygen systems, pharmaceuticals for whole sector, ambulances, IT systems) designed but delayed: PMU only operational in Feb 2024; procurement agent hiring 3 months late; designs behind schedule. CDB infrastructure benefits will materialise mostly 2025–2026, not yet visible to users. CDB PBLs (2020, 2023) preserved fiscal space enabling GoSL to avoid cuts to health spending, protect essential services, and maintain emergency readiness.</p>	<p>Moderate</p> <p>Two large health loans (~US\$16.6m) for equipment, works, pharma, ambulances, IT, oxygen, lab Information and Communications Technology.</p> <p>Allowed repurposing from narrow COVID response broad access/quality improvements PBL (2020) provided US\$30m budget support allowing MoH to sustain essential health spending and emergency readiness.</p>
	<p>xvi. Increased access to psychosocial and mental health services</p>	<p>Some</p> <p>National hotline & district counselling remained active from 2020 onward. PAHO-supported MH policy/legal updates; integration into PHC remains partial. CDB/IDB project includes Mental Health-Gap Action Programme training and confidential counselling for health workers, but 0% implemented as of mid-2024; activities scheduled for late 2024. One CDB–UNFPA–UN Women GBV/GBViE training delivered in 2024; valuable but limited coverage and not Trainer of Trainers approach. Mental health services remain understaffed and overstretched.</p>

32 CDB (CDB). (2024). Building Capacity and Resilience in the Health Sector to Respond to the Coronavirus-2019 Project & Building Public Health System Resilience – COVID-19 Response Project: Monthly Progress Reports (March–June 2024); CDB (CDB). (2024). Quarterly Progress Report: April–June 2024. Building Public Health System Resilience – COVID-19 Response Project; CDB (CDB). (2024). Building Public Health System Resilience Project – Stakeholder Engagement Plans, Activity Schedules, and PMU Reporting (2024); CDB (CDB). (2020). Enhanced Support for Resilient (ESR) COVID-19 Response Policy-Based Loan – Policy and Results Framework; CDB (CDB). (2023). Recovery and Resilience Building Policy-Based Loan for Saint Lucia; Government of Saint Lucia, Ministry of Health, Wellness & Elderly Affairs. (2024). Government of Saint Lucia, Ministry of Health, Wellness & Elderly Affairs. (2024). National Health System Stakeholder Engagement Inputs for CDB Health Resilience Projects; Government of Saint Lucia. (2020–2021). COVID-19 Preparedness and

Intended Results	Achievement	CDB Contribution
xvii. Enhance resilience and capacity of the public health care system to respond to health security threats	<p>Moderate-Strong</p> <p>COVID-era emergency response strengthened surveillance, PCR lab, PPE stocks, and isolation capacity. CDB health resilience projects finance: oxygen systems, IT systems, supply-chain vehicles, risk communication, facility upgrades (La Ressource, Soufrière Hospital, Comfort Bay). Delays: design/supervision firm procurement, procurement agent contracting; facility works pushed to 2025–26. ESR PBL (2020) supported Pandemic Preparedness & Response Strategy implementation and protected the MoH budget for frontline actions.</p>	<p>Moderate</p> <p>Financed PPE, quarantine facilities, Cuban brigade accommodation (completed).</p> <p>Funding for oxygen rehab, lab ICT, surveillance, risk comms, and resilient facility investments.</p> <p>Challenges: Procurement delays, slow mobilisation of works, capacity constraints requiring extensions to 2025/26.</p>
xviii. Basic needs supported for communities most affected by COVID-19	<p>Moderate</p> <p>Rapid PAP expansion + Joint SDG SP programme created adaptive SP mechanisms.</p> <ul style="list-style-type: none"> GoSL/UNICEF delivered “cash + care” packages + grant top-ups for 500+ vulnerable families. CDB’s Safety Nets project (US\$5.2m) strengthened SP and special-education support (2022–ongoing). NIC delivered core income replacement—ERP and ISP stabilised households, preventing a social collapse (45,834 beneficiaries). Despite support, food insecurity and income losses persisted; support was largely temporary. 	<p>Strong</p> <p>US\$5.2m Safety Nets project; fiscal space from ESR PBL protected social spending; support to SP digitisation and inclusion systems.</p> <p>NIC (supported indirectly by CDB ESR COVID-19 PBL): (Delivered ERP/ISP benefits totalling US\$54.3m across >45,000 beneficiaries, the single most impactful basic-needs response instrument.</p>

Response Strategy; UNICEF & Government of Saint Lucia. (2020–2021). Cash-Plus Interventions for Vulnerable Children and Households during COVID-19; United Nations (UNDP, UNICEF, ILO, UN Women, WFP). (2021–2023). Joint SDG Fund Programme – Adaptive Social Protection in Saint Lucia; National Insurance Corporation (NIC). (2020). Economic Relief Programme (ERP) and Income Support Programme (ISP) Summary Report; Government of Saint Lucia & NIC. (2020). COVID-19 Income Support Programme Implementation Notes; World Bank. (2020–2024). Saint Lucia Health System Strengthening Project (HSSP): ISRs and Project Appraisal Document; World Bank. (2021–2024). COVID-19 Emergency Health Support & Pandemic Preparedness Financing Documentation; Organisation of Eastern Caribbean States (OECS). (2020–2024). Pooled Procurement Service (PPS) and Regional Health Emergency Coordination Outputs



Intended Results

Achievement

CDB Contribution

CES Pillar 3: Enhancing Disaster Risk Management and Disaster Risk Reduction Systems

Moderate

Progress since 2020 reflects a combination of completed resilience infrastructure (mainly through the Disaster Vulnerability Reduction Project), expanded risk information systems, and significant improvements in fiscal and climate governance. Concrete resilience gains include upgraded shelters, drainage and slope-stabilisation works, community water storage, early-warning assets, and geospatial/risk data systems. In parallel, Saint Lucia adopted its first Disaster Risk Financing Strategy, advanced risk-based asset management, and made progress implementing the NAP/SASAPs. However, exposure remains high, enforcement capacity is stretched, and many new resilience programmes (health, fire service, water sector) are only beginning to deliver results.

**Outcome 7:
Improved
resilience to disaster and climate
change³³**

Moderate

CDB PBLs added meaningful governance strengthening, climate legislation, and post-disaster PFM systems; but no direct DRM infrastructure was delivered. Key governance reforms included submission of the Climate Change Bill, approval of PFM Regulations (2023) with DRR provisions, support to SASAP completion, and ESR-PBL support to shock-responsive social protection & pandemic preparedness.

Moderate

xix. Improved public sector sustainable development (including land use) governance and capacity

Tangible progress occurred in climate governance, risk-informed fiscal management, and public-asset planning, but land-use enforcement and integrated spatial planning remain constrained by capacity and regulatory gaps. The creation and early use of risk-based asset management systems, the implementation of the DRF strategy, and progress on NAP/SASAP implementation demonstrate clearer institutionalisation of resilience. The forthcoming Climate Change Bill represents a major systemic reform but is not yet fully operational.

Moderate

PBLs significantly strengthen governance systems for climate-resilient planning: Climate Change Bill establishes national framework; PBL supports SASAP finalisation; 2023 PFM Regulations include asset management, debt limits, DRR provisions; ESR PBL supported post-disaster PFM framework & fiscal responsibility rules. Reforms are substantial but indirect—they do not improve land-use enforcement capacity directly.

33 CDB (2020), Saint Lucia: Exogenous Shock Response (ESR) Policy-Based Loan – Staff Report; CDB (2023), Saint Lucia: Recovery and Resilience-Building Policy-Based Loan – Staff Report; Government of Saint Lucia (2020), Disaster Risk Financing (DRF) Strategy, Ministry of Finance; Government of Saint Lucia (2023), Public Finance Management Regulations, 2023; Government of Saint Lucia (2023), Climate Change Bill (Draft submitted to Parliament), Department of Sustainable Development; Government of Saint Lucia (2018–2024), National Adaptation Plan (NAP) and Sectoral Adaptation Strategy and Action Plans (SASAPs); Government of Saint Lucia/NEMO (2020–2024), National Preparedness and Response Plan; World Bank (2020–2023), Disaster Vulnerability Reduction Project (DVRP) documentation and Implementation Status Reports; World Bank (2021), Saint Lucia Catastrophe Deferred Drawdown Option (Cat DDO) – Program Document; Organisation of Eastern Caribbean States (2021–2024), OECS Climate Resilience and Environmental Sustainability Programme Documentation; European Union (2020–2024), EU–Saint Lucia Climate and Resilience Cooperation Programme Documents; Inter-American Development Bank (2020–2024), IDB Country Programme and Climate/Disaster Resilience Project Reports for Saint Lucia.

Intended Results

Achievement

CDB Contribution

Moderate

xx. Improved public sector and community capacity to plan for/respond to natural hazards and climate risks

Capacity increased primarily through completed shelter upgrades, early-warning enhancements, improved NEMO systems, community water systems, and strengthened sectoral capacities (agriculture, water management, ecosystem restoration). The DRF strategy and Cat DDO arrangement significantly improve financial response readiness. However, local-level emergency capacity remains uneven, and major institutional-strengthening programmes (fire service, health system resilience) are in early stages without yet demonstrating outcome-level improvements.

Some

Contributions are mostly institutional, not operational: ESR PBL strengthened National Preparedness Plan, shock-responsive safety nets, and pandemic preparedness; Recovery & Resilience PBL improves financial readiness via PFM Act regulations and debt management; Climate Change Bill & SASAP processes enhance hazard planning. However, no direct EWS, shelters, or emergency assets are funded by the PBLs—hence “some”

CES Pillar 4: Effective Crisis Response and Good Governance

Moderate

**Outcome 8:
Improved crisis response systems, institutions, governance³⁴**

Two major CDB PBLs – the 2020 ESR COVID PBL and 2023 Recovery & Resilience PBL – drove reforms in social protection, health emergency response, fiscal rules, PFM Act/regulations, the PDM Act, MTDS 2023–26, and procurement digitalisation. Debt ratios that spiked above 90% in 2020 have since declined, partly due to strengthened fiscal frameworks and consolidation. However, regulation (particularly energy) remains incomplete, with key Acts still pending.

Strong

CDB was the central financier and policy driver. The ESR PBL covered COVID response, social protection expansion, emergency coordination, and fiscal rules. The R&R PBL deepened structural reforms in PFM, debt management (PDM Act), MTDS publication, and e-GP expansion. CDB also funded NURC institutional strengthening, which supports the regulatory part of Outcome 8

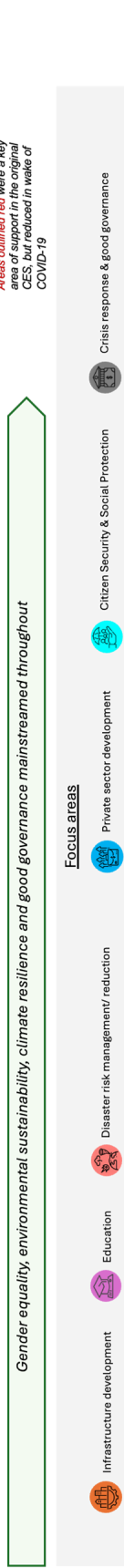
34 CDB (2020) Emergency Support and Social Protection Programme – Economic and Social Recovery Policy-Based Loan (ESR PBL) – Final Report; CDB (2023) Recovery and Resilience Policy-Based Loan (R&R PBL) – Programme Document; CDB (2020–2021) National Utilities Regulatory Commission (NURC) Institutional Capacity Building Project – Final Report; CDB (2020) Building Public Health System Resilience – COVID-19 Response Project (Saint Lucia); Government of Saint Lucia (2020) Fiscal Rules Policy Framework; Government of Saint Lucia (2020) Economic Recovery and Resilience Plan (ERRP); Government of Saint Lucia (2020) COVID-19 Preparedness and Response Strategy; Government of Saint Lucia (2020–2023) Public Finance Management Act and Regulations; Government of Saint Lucia (2023) Public Debt Management Act; Government of Saint Lucia (2023) Medium-Term Debt Strategy (MTDS) 2023–2026; Government of Saint Lucia (2023) Health and Citizen Security Levy Act; Government of Saint Lucia (2023) National Energy Policy (NEP) 2023–2030; Government of Saint Lucia (2022–2024) SIMP Act, Collateral Registry Act, Bankruptcy and Insolvency Bill, Climate Change Bill;

Intended Results	Achievement	CDB Contribution
xxi. Improved governance structures, including in fiscal management	<p>Moderate</p> <p>ESR PBL introduced: Fiscal Rules policy, the ERRP, and e-procurement pilots. Recovery and Resilience PBL introduced: HCSL tax, cigarette excise increases, Public Debt Management Act (2023), publication of MTDS 2023–26, Public Financial Management regulations, and extension of e-GP to ≥80% of high-value transactions. MOF KIIs confirm use of e-GP and active publication of debt reports and MTDS. PBL funds also allowed the Government to retire costly land-acquisition arrears.</p>	<p>Strong</p> <p>CDB’s two PBLs were the core platform underpinning all the major governance reforms: fiscal rules, ERRP, tax measures, PDM Act, MTDS, PFM regulations, e-GP scale-up, and liability management. KIIs confirm that without the PBLs, some reforms (PFM regulations, PDM Act implementation, e-GP extension) would have moved more slowly or not at all.</p>
xxii. Improved crisis response capacity, systems and institutions	<p>Moderate-Strong</p> <p>ESR PBL required: activation of National Emergency Management Advisory Committee / National Command Centre, implementation of the COVID-19 Preparedness & Response Strategy, major increases in health spending, unemployment benefits via NIC, income-support programmes, SL-Net 3.0 expansion, business continuity plans, remote-work systems, and digitalised education continuity. KIIs confirm lasting improvements: expanded cash-transfer coverage, stronger social-protection architecture, new minimum wage, and NIC work on unemployment insurance. CDB (IDB and EIB funded) health projects further strengthened systems.</p>	<p>Strong</p> <p>CDB’s ESR PBL directly financed and structured the COVID-19 health and social response and institutionalised crisis-coordination mechanisms. CDB’s subsequent health project strengthened emergency health infrastructure. ESR PBL reforms (BCPs, remote work, social protection targeting, SL-Net 3.0) were all CDB-supported prior actions.</p>
xxiii. Improved regulation of the energy, water and sanitation sectors	<p>Some</p> <p>CDB’s NURC institutional-strengthening project produced: organisational review; strategic and operational plans; new grievance-redress mechanism; new tariff-review methodology; and dashboards. KIIs describe the project as “very successful”, enhancing stakeholder engagement, visibility, and internal processes. Recovery and Resilience PBL supported Cabinet approval of the National Energy Policy 2023–2030 and related business-climate reforms (SIMP Act, Climate Change Bill, Collateral Registry). However, the Electricity Supply Act and core energy legislation remain unproclaimed; NURC revenue remains constrained; tariff submissions lag; and water/sanitation regulation is still dependent on future TA.</p>	<p>Moderate</p> <p>CDB was a key donor supporting regulatory capacity. Its institutional-strengthening TA built NURC’s internal systems, tools, and public engagement functions. The R&R PBL supported complementary reforms in the enabling environment (NEP approval, SIMP Act, Climate Bill). CDB also provided additional resources in 2025 for tariff-setting support—evidence of ongoing engagement.</p>

ANNEX H - THEORY OF CHANGE INCLUDING ASSUMPTIONS



Sustainable financing to assist in capacity strengthening



Intervention areas and CDB Sector Outcome in green were not a major focus of the original CES, but became a focus in wake of COVID-19 and/or changes in government priorities; Intervention areas and CDB Sector Outcome in red were a key area of support in the original CES, but reduced in wake of COVID-19

Note: Specific outputs are not listed in the ToC diagram, as it is not feasible to incorporate the multiple outputs against each of the interventions in the available space. Please refer to project documents for these outputs. For analysis, we have reviewed intended outputs and outcomes as listed in project documents for projects that are included in our sample for in-depth review, along with other relevant qualitative data to both output and outcome level. A PowerPoint version of the ToC has previously been submitted along with the Inception Report to support readability.

Theory of Change assumptions, including Red/Amber/ Green ratings

Based on a review of qualitative data collected, the assumptions below have been assessed. Assumptions which, based on available and triangulated evidence, did not consistently hold have been highlighted as follows:

- **Green:** Largely held, with no significant evidence that it resulted in delays or constrained achievement of results

- **Orange:** Moderate failure, which resulted in some delays and somewhat constrained progress/CDB contribution to outcomes/impact
- **Red:** Significant failure, which resulted in significant delays significantly constrained progress/CDB contribution to outcomes/impact
- **Blue:** Not able to make judgement – limited and/or mixed evidence

Focus area (CDB Sector)	Assumptions from intervention areas to CDB sector outcomes	Assumptions from CDB Sector Outcomes to GOSL development outcomes	Assumptions GOSL development outcomes to impact
Infrastructure development (Economic Infrastructure) ³⁵	<ul style="list-style-type: none"> • Contractors are available and have sufficient human resources (in terms of number and skill-set/experience) and finances/cashflow to support implementation, including of TA <ul style="list-style-type: none"> – Chronic contractor shortages & weak capacity contributed to delays in roads and water projects. 	<ul style="list-style-type: none"> • New infrastructure is utilised by communities for their economic development <ul style="list-style-type: none"> – High utilisation where completed; economic benefits delayed by slippages • Poor governance structures and institutional and regulatory weaknesses rectified/addressed <ul style="list-style-type: none"> – Partial progress through NURC/WRMA; systemic issues persist. 	<ul style="list-style-type: none"> • New infrastructure is utilised by communities for their economic development <ul style="list-style-type: none"> – High utilisation where completed; economic benefits delayed by slippages • Poor governance structures and institutional and regulatory weaknesses rectified/addressed <ul style="list-style-type: none"> – Partial progress through NURC/WRMA; systemic issues persist.

35 CDB. (n.d.). BRACCCVAS final report; CDB. (2023–2024). Sixth and Eighth Water Project supervision reports; CDB. (2023–2024). RIO monthly reports; CDB. (2024). Mission Brief – Infrastructure.

Focus area (CDB Sector)	Assumptions from intervention areas to CDB sector outcomes	Assumptions from CDB Sector Outcomes to GOSL development outcomes	Assumptions GOSL development outcomes to impact
Education (Social Sector) ³⁶	<ul style="list-style-type: none"> Overall enrolment/completion of tertiary education increases (not just in areas supported by CDB) <ul style="list-style-type: none"> Enrolment remains low (~15–17% gross) & stagnant. Improved skills training and educational quality will translate into an employable labour force with relevant competencies. <ul style="list-style-type: none"> Training improved, but youth unemployment still high. 	<ul style="list-style-type: none"> Improved ECE and SEN provision leads to more youths receiving a quality education <ul style="list-style-type: none"> New/rehabilitated ECE and SEN spaces improved physical access. No strong evidence of system-wide improvements in inclusive quality yet There is sufficient demand in the labour market for certified and skilled youths/graduates, including those with SEN Youth have access to adequate support services to transition to work <ul style="list-style-type: none"> Youth Economy helps; but broader services remain thin. 	<ul style="list-style-type: none"> Education and skills development enable stakeholders to reduce vulnerability to crime and social exclusion. <ul style="list-style-type: none"> Weak evidence; male youth violence persists. Improvements in the social sector lead to enhanced trust in government services.
Citizen Security & Social Protection; Health (Social Sector) ³⁷	<ul style="list-style-type: none"> Key financial institutions participate in roll-out of digital payments <ul style="list-style-type: none"> Uptake still uneven; high cash-dependence. Cash transfers to vulnerable groups results in expected multiplier effects on the local economy <ul style="list-style-type: none"> Strong stabilisation effects during COVID. 	<ul style="list-style-type: none"> Digital platforms are accessible, secure, and used effectively by both service providers and beneficiaries <ul style="list-style-type: none"> Mixed performance; partial digitisation. Provision of income support helps to improve/ provide more equitable access to health services (financial barriers to health care reduced) <ul style="list-style-type: none"> Short-term positive; long-term effects limited by stalled reforms. 	<ul style="list-style-type: none"> Cross-sector coordination (e.g., education, justice, social protection) effectively addresses the root causes of crime and social inequality. <ul style="list-style-type: none"> Fragmented but improving in crises. Health financing (e.g., insurance, public investment) make services more affordable to all, particularly the vulnerable. <ul style="list-style-type: none"> NHI incomplete; OOP costs high.

³⁶ CDB. (n.d.). EQUIP project supervision report; Sir Arthur Lewis Community College. (n.d.). Institutional project documentation; Government of Saint Lucia. (n.d.). Education sector updates; CDB. (2023–2024). RIO monthly reports.

³⁷ CDB. (n.d.). Social Protection project supervision reports; CDB. (2024). Safety Nets Programme documentation.

Focus area (CDB Sector)	Assumptions from intervention areas to CDB sector outcomes	Assumptions from CDB Sector Outcomes to GOSL development outcomes	Assumptions GOSL development outcomes to impact
Disaster risk management/ reduction (Environmental Sustainability) ³⁸	<ul style="list-style-type: none"> • Sufficient stakeholder commitment to institutionalising climate resilience and sustainable development practices. — Commitment exists; implementation capacity does not fully match. 	<ul style="list-style-type: none"> • Adaptation measures are implemented and understood — Delivered in some sectors (water), behind in others (agriculture, health). 	<ul style="list-style-type: none"> • GOSL policy reforms are effective. — Mixed progress across DRM, land & water governance. • Risk-informed planning, early warning systems, and adaptive public financial management are adopted and integrated into governance and budget processes and improve response to disasters/ crises — Partial progress; not fully institutionalised.
Private Sector Development (Private Sector Development) ³⁹	<ul style="list-style-type: none"> • Quality inspection of fresh produce for export done • Appropriate criteria for access to capital finance are in place to support capacity improvement in priority areas 	<ul style="list-style-type: none"> • MSMEs can access and sustain entry into local and export markets, with viable products and improved knowledge of regulations. — Collateral barriers persist. • Market, regulatory, and logistical conditions (e.g., transport for export cargo) are stable and supportive of MSME growth and export readiness. — Highly volatile (inflation, shocks). • Labour market is sufficiently developed to support MSME resilience and operational continuity — Skills shortages & migration persist. 	<ul style="list-style-type: none"> • MSMEs and other companies continuously supported for achieving economic resilience — Fragmented; project-based. • Business Operators revert to a business mindset/discipline in making decisions and not on the possibility of further government interventions. — Some dependency after grants; others resilient.

38 CDB. (n.d.). BRACCCVAS supervision report; CDB. (n.d.). Climate adaptation project supervision reports; Government of Saint Lucia. (2021). NDC Update; CDB. (2023–2024). RIO climate monitoring reports; CDB. (n.d.). BRACCCVAS value chain analysis reports; National Competitiveness and Productivity Council. (n.d.). Sector diagnostics.

39 CDB. (n.d.). BRACCCVAS value chain analysis reports; National Competitiveness and Productivity Council. (n.d.). Sector diagnostics.



Focus area (CDB Sector)	Assumptions from intervention areas to CDB sector outcomes	Assumptions from CDB Sector Outcomes to GOSL development outcomes	Assumptions GOSL development outcomes to impact
Crisis response & good governance (Economic cooperation) ⁴⁰	<ul style="list-style-type: none"> GOSL policy reform agenda is fully implemented and these reforms improve fiscal governance and crisis response 2022–2024 IMF Article IVs confirm partial/uneven implementation continues. Legal and strategic frameworks (e.g., bankruptcy laws) are implemented, enforced, and aligned with sectoral and macroeconomic goals. Reforms slow 	<ul style="list-style-type: none"> Crisis response improvements and fiscal governance reforms are integrated, coordinated, and institutionalised across government levels. Responses strong; institutionalisation weaker. Improvements in sector regulation (e.g., energy, water, sanitation) strengthen broader institutional governance and service delivery The processes for bankruptcy and insolvency are streamlined. 	<ul style="list-style-type: none"> Risk-informed planning, systems and public financial management are adopted and integrated into governance and budget processes.
Cross-cutting ⁴¹	<ul style="list-style-type: none"> GOSL has sufficient fiscal capacity to support counterpart funding, manage new loans, and provide an enabling environment for new interventions. Financing mechanisms, including CDB loans and grants, are appropriate, accessible, and aligned with GOSL and implementing agency needs. Constrained by procurement/collateral barriers. 	<ul style="list-style-type: none"> GOSL coordination mechanisms function effectively across planning, implementation, emergency response, and inter-agency collaboration (including with IDPs). CDB interventions are aligned with and integrated into national systems and strategies Strategic partnerships and stakeholder engagement are appropriate and help mitigate duplication while reinforcing CES results. 	<ul style="list-style-type: none"> Improved infrastructure and service quality expand access, strengthen economic resilience, and generate demand and ongoing funding for sustained or expanded quality service/infrastructure provision. Improved/increased infrastructure, workforce, and supply chains can scale to meet growing demand without compromising quality. HR shortages, supply chain delays, contractor underperformance.

40 CDB. (n.d.). MSME Loan-Grant Facility supervision reports; Saint Lucia Development Bank. (n.d.). Student Loan Line of Credit supervision report; Government of Saint Lucia. (2023–2024). Youth Economy Agency programme reports.

41 CDB. (n.d.). Policy-Based Loan programme documents; International Monetary Fund. (2023–2024). Article IV Consultation Reports: Saint Lucia; Government of Saint Lucia. (2021–2026). Medium-Term Development Strategy.

Focus area (CDB Sector)	Assumptions from intervention areas to CDB sector outcomes	Assumptions from CDB Sector Outcomes to GOSL development outcomes	Assumptions GOSL development outcomes to impact
<ul style="list-style-type: none"> • Implementing agencies, including GOSL, have the capacity to deliver interventions effectively and comply with reporting and audit requirements. <ul style="list-style-type: none"> — <i>Widespread staffing gaps/strained bandwidth across in many implementing agencies</i> • Stakeholders, including the private sector, demonstrate sufficient buy-in, contextual awareness and performance • Projects are implemented in a timely manner, with selection, start-up and procurement processes proceeding without major delays, and pre-conditions met as needed. <ul style="list-style-type: none"> — <i>Delays across the board in most projects</i> • External risks such as inflation, disasters, and social factors are manageable/ sufficiently mitigated and do not significantly disrupt implementation or planning. <ul style="list-style-type: none"> — <i>Shocks recurring & disruptive (inc COVID-19)</i> • Projects are relevant to beneficiaries, supporting their continued engagement, and can be adapted responsively as contexts evolve. 	<ul style="list-style-type: none"> • GOSL demonstrates political will and sustained funding, to maintain infrastructure and services <ul style="list-style-type: none"> — <i>Will exists, funding constrained</i> • Investments in infrastructure, systems, and human resources contribute to lasting, equitable improvements in service quality, access, and system resilience. • Final beneficiaries engage positively with strengthened systems (e.g., social protection, health), leading to improved operational and socioeconomic outcomes. • Public trust in and engagement with services is sufficient to support uptake and long-term sustainability. <ul style="list-style-type: none"> — <i>Mixed—local improvements vs delays.</i> 	<ul style="list-style-type: none"> • Political commitment and aligned development partner support sustain the mainstreaming of resilience into ongoing fiscal and development planning <ul style="list-style-type: none"> — <i>Fiscal constraints limit mainstreaming</i> 	

Focus area (CDB Sector).....	Assumptions from intervention areas to CDB sector outcomes.....	Assumptions from CDB Sector Outcomes to GOSL development outcomes.....	Assumptions GOSL development outcomes to impact.....
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- **GOSL priorities do not substantially change during the CES period, and** CDB's risk appetite does not constrain project approvals.
 - *Priorities shifted post-COVID.*
- **Data/information systems are appropriate/ available** to support planning, implementation, and monitoring.
 - *Major gaps in M&E & admin data.*
- **Training programmes are complementary (not duplicative)** and delivered by trainers familiar with the local context.
 - *Some localisation, some duplication.*
- **Beneficiaries are appropriately targeted** (especially vulnerable groups) and actively participate in implementation.
- **Beneficiaries apply new skills and utilise improved infrastructure** to enhance the quality and outcomes of their work.
- **Gender integration and mainstreaming efforts are adequately supported** by implementing agencies.
- **Contextual barriers (social, cultural, economic, etc.) are identified and mitigated** to ensure successful programme roll-out.



ANNEX J – RECOMMENDATIONS BACKGROUND AND EVIDENCE

Recommendation 1: Align the development of the new CES based on realistic national capacity, CDB value-add, and the new MTDS development timeline (beginning 2026)

Action: Focus the next CES on a small number (1–3) of priority themes where implementation capacity is strongest and CDB has clear comparative advantage. Adjust the CES development timeline so that it aligns with the Government of Saint Lucia’s MTDS development process scheduled to begin in 2026. Ensure that the CES portfolio is designed to be realistic by ensuring appropriate sequencing of interventions to avoid overloading ministries, systematically checking if agencies have the staff, time, and technical capacity to design and implement the proposed projects, taking into consideration existing CDB and other donor projects still under implementation.

Responsible Unit:

CDB: Economics Department; Office of Strategy and Accountability (SAO)

GoSL: Led by Department of Economic Development

Timeline: Begin Q1 2026, aligned with MTDS process in 2026

Background and Evidence:

Evaluation Criteria: relevance, coherence, efficiency; **EQ(s):** 3, 4, 5, 8

Conclusions: 1 (relevance), 2 (coherence), 3 (efficiency)

Findings / Context: The CES was highly relevant but overestimated national implementation capacity, contributing to delays and bottlenecks (e.g., procurement, project management). Alignment with GoSL remained strong during implementation; however, CES design did not align with later MTDS cycles, reducing coherence over time. A surge in project approvals late in the CES period revealed the need for more realistic sequencing and stronger upstream planning. Executive-level and political buy-in weakened after design, indicating a need to time future CES cycles with GoSL’s own strategic planning processes.

Recommendation 2: Strengthen systemic GOSL implementation capacity through workforce planning, institutionalised Results Based Management (RBM), and targeted skills development

Action: Improve staff availability and technical capacity planning at project design (bandwidth assessments, surge-support rosters, consultant pools). CDB to support GOSL with RBM, procurement, and project-cycle training through the Public Service Training Division to build institutional capacity beyond project-specific roles. Develop sectoral skills pipelines aligned to anticipated project demand to reduce implementation bottlenecks.

Responsible Unit:

CDB: Projects Department, Procurement Division, relevant Sector divisions

GoSL: Public Service Training Division and Department of Economic Development;

Timeline: Begin before next CES; continue throughout strategic period

Background and Evidence:

Evaluation Criteria: effectiveness, efficiency, sustainability **EQ(s):** EQ1, EQ2, EQ5, EQ8, EQ9

Conclusions: 1 (relevance), 3 (efficiency), 5 (sustainability)

Findings / Context: Multiple projects experienced delays linked to human-resource constraints, limited time and bandwidth, and lack of technical expertise (procurement, engineering, RBM). Staff turnover at both CDB and GoSL contributed to loss of institutional memory, requiring continuous capacity strengthening. Capacity-building has largely been individual-focused, leaving ministries without broader institutional resilience. Critical sectors (infrastructure, water, climate) face skills shortages that risk constraining future CDB project implementation. A formalised capacity-planning approach and institutionalised RBM would reduce delays and enhance sustainability.

Recommendation 3: Strengthen CES results monitoring through MTDS alignment, a shared data repository, and joint performance reviews (including with other donors as appropriate)

Action: Co-design a simplified CES results framework aligned to MTDS indicators to reduce parallel reporting. Develop a shared digital repository for CES-related results and data. Conduct semi-annual joint CES performance reviews to assess progress, identify bottlenecks, and promote adaptive management. Where possible, (continue to) integrate these with other donor review processes.

Responsible Unit:

CDB: Country Economist/Economics Division, SAO

GoSL: Department of Economic Development and PMDU

Timeline: Repository and RMF alignment within 12 months; bi-annual CES reviews throughout next strategy period

Background and Evidence:

Evaluation Criteria: results monitoring, effectiveness **EQ(s):** EQ1, EQ2, EQ7

Conclusions: 3 (efficiency and effectiveness), 4 (results monitoring)

Findings / Context: The CES results frameworks existed but were under-utilised, limiting strategic learning and adaptation. The CES Implementation Monitoring Framework (IMF) lost momentum and lacked government buy-in. Lack of alignment between CES and MTDS indicators created duplicated reporting and weak data integration. Weak availability of high-quality data and limited use of disaggregated data constrained contribution analysis. A shared repository and regular joint reviews would enable real-time problem-solving and strengthen government ownership.

Recommendation 4: Strengthen coordination by leveraging the existing PMDU and creating a unified donor/project matrix

Action: Leverage and strengthen Saint Lucia's existing PMDU by reviewing its mandate in relation to CDB and other donor-funded projects. Enhance its resourcing and technical capacity (e.g., monitoring, coordination, escalation pathways) so it can serve as the central node for cross-government delivery monitoring. In parallel, develop and maintain a centralised donor/project matrix to ensure all partners are visible, aligned, and engaged throughout conceptualisation, design, and implementation. This matrix should be housed within the Department of Economic Development and integrated into PMDU monitoring processes.

Responsible Unit:

GoSL – PMDU and Department of Economic Development

CDB: Country Economist/ Economics Department and RIO

Timeline: Strengthening PMDU mandate – within next CES cycle; Donor/project matrix – quarterly/bi-annual updates

Background and Evidence:

Evaluation Criteria: coherence, coordination **EQ(s):** EQ3, EQ6, EQ8

Conclusions: 2 (coherence), 4 (results monitoring)

Findings / Context: CDB coordination was uneven, with limited visibility across the portfolio and reliance on GOSL to lead partner coordination. Fragmentation and siloed efforts created inefficiencies and missed opportunities for joint programming. A central PMDU exists but is not fully leveraged for donor coordination. A unified donor/project matrix would make partner roles more visible and reduce duplication.

Recommendation 5: Introduce adaptive portfolio and strategy management to increase responsiveness and efficiency

Action: Institutionalise a mid-cycle CES review to recalibrate the project pipeline, risks, and sequencing. Enable adaptive adjustments to the CES results framework when context shifts. Review RIO scope/terms of reference beyond the current infrastructure focus, and increase their involvement in portfolio-wide monitoring including risk analysis and cross-portfolio problem-solving.

Responsible Unit:

CDB: Country Economist with support from Projects Department, SAO; RIO

Timeline: Q1 2026 for review of RIO scope/terms of reference; Mid-point of CES for major review; annual adaptive reviews

Background and Evidence:

Evaluation Criteria: efficiency, effectiveness, results monitoring **EQ(s):** EQ7, EQ8, EQ9, EQ10

Conclusions: 3 (efficiency), 4 (results monitoring)

Findings / Context: CDB showed adaptability during COVID-19 but flexible practices were not institutionalised. The Mid-Term Review provided valuable insights, but key recommendations were not implemented. Limited real-time monitoring prevented timely adjustments to project sequencing or risk mitigation. RIO reports enabled problem-solving but were not systematically linked to portfolio-level decisions. Adaptive portfolio management would reduce delays and improve efficiency.

Recommendation 6: Strengthen engagement, visibility, and communication to sustain ownership and momentum of the Country Engagement Strategy

Action: Develop and implement a Country Engagement Strategy communication and engagement plan to position it as a nationally owned tool. Hold annual briefings for Cabinet, permanent secretaries, and implementing agencies. Provide onboarding for new government officials and project managers, including orientation on CDB processes and the role of the RIO.

Responsible Unit:

CDB: Country Economist with support from Projects Department, SAO; RIO

GOSL: Department of Economic Development

Timeline: Begin in the second quarter of 2026/during new CES development; update annually

Background and Evidence:

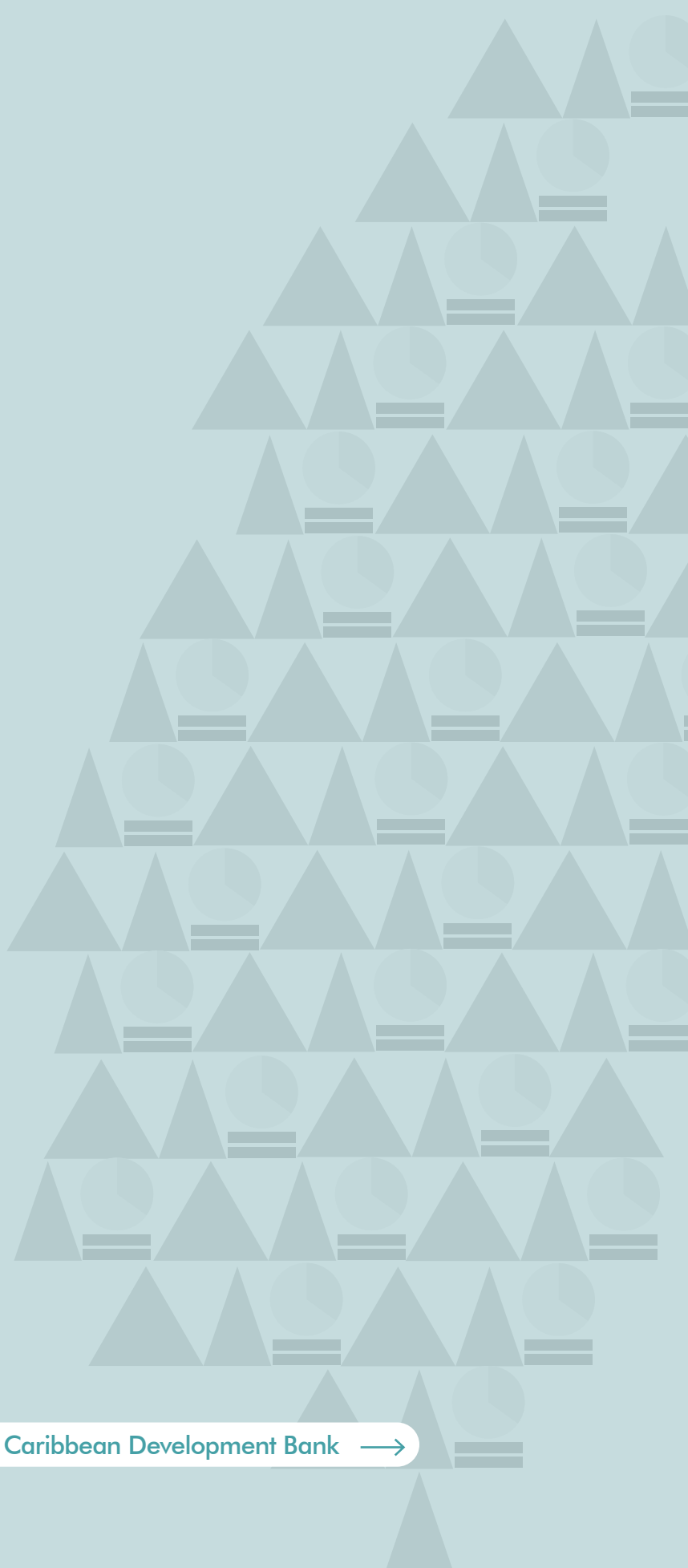
Evaluation Criteria: coherence, effectiveness, efficiency **EQ(s):** EQ3, EQ8, EQ10

Conclusions: conclusion 2 (coherence), conclusion 3 (efficiency)

Findings / Context: Engagement was strong at design stage but less consistent during implementation, limiting shared ownership. High staff turnover in Saint Lucia resulted in gaps in understanding of CDB processes and the role of the RIO. Structured communication and orientation will maintain momentum and improve coordination across stakeholders.



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