

**CARIBBEAN DEVELOPMENT BANK**

**TWO HUNDRED AND NINETY-NINTH MEETING OF THE BOARD OF DIRECTORS**

**TO BE HELD VIRTUALLY**

**SEPTEMBER 22, 2022**

**PAPER BD 56/22**

**TECHNICAL ASSISTANCE – CONSULTANCY SERVICES TO SUPPORT  
INSTITUTIONAL STRENGTHENING – DELIVERY UNIT –  
COMMONWEALTH OF THE BAHAMAS**

*[Dollars (\$) throughout refer to United States dollars (USD) unless otherwise stated]*

**1. REQUEST**

1.01 By correspondence dated April 12, 2022, the Government of the Commonwealth of The Bahamas (GOCB/the Government) applied to the Caribbean Development Bank (CDB/the Bank) for a technical assistance (TA) loan to finance consultancy services to continue support for the Prime Minister’s Delivery Unit (PMDU) (the Project). The intervention is expected to assist GOCB with meeting its articulated development mandate by improving implementation and monitoring the progress of eight identified priority areas.

1.02 The recipient of this TA loan will be GOCB, and the Project will be implemented through the Office of the Prime Minister (OPM) within which the PMDU is located.

1.03 The total cost of the Project is estimated at two million two hundred and sixty thousand United States dollars (\$2,260,000), of which it is proposed that CDB’s contribution will be an amount not exceeding the equivalent of one million eight hundred and eighty thousand United States dollars (\$1,880,000) from the Bank’s Ordinary Capital Resources (OCR). Counterpart funding of an amount not less than the equivalent of three hundred and eighty thousand United States dollars (\$380,000) will be met by GOCB.

**2. BACKGROUND**

2.01 The PMDU was officially launched on May 8, 2018, with financial support from the Inter-American Development Bank. Established in the OPM, the PMDU was set up to facilitate: (a) development and implementation of a sustainable and effective new governance mechanism (management model) for monitoring the implementation of GOCB’s priority projects and programmes; (b) implementation of an information and communication technology (ICT) system for monitoring priority projects and programmes across the Government; and (c) establishment of an intensive training and change management programme to strengthen delivery capacity across respective Ministries, Departments and Agencies (MDAs). It adopts a “centre-of-government” (COG)<sup>1</sup> approach to enable the effective delivery of key results, utilising a rigorous bottom-up iterative approach and framework for implementation that includes: (i) setting goals and objectives; (ii) assessing each agency’s capacity to deliver; (iii) developing concrete action plans; and (iv) driving delivery with routines for performance monitoring, status updates,

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<sup>1</sup> COG refers to the institution, or group of institutions, that provide direct support to the Chief Executive (President or Prime Minister) in leading the management of the Government. By extension, the COG approach to implementation focuses on the implementation of high priority projects and programmes that are directed through the Office of the President or Prime Minister, utilising a “Deliverology” methodology conceived by Delivery Associates (DA).

and problem solving. Routines include monthly delivery meetings with stakeholders and quarterly stock take meetings for each key priority with the Prime Minister. PDMU comprises a Chief Operations Officer, who has direct responsibility for its daily operations; four Priority Managers; a Data and Research Manager; and a Communication Specialist.

2.02 PDMU's mandate was to enable the delivery of results in eight priority areas, which aligned with both the long-term national development vision and with the Sustainable Development Goals (SDGs). Accordingly, PMDU employed a target-specific, results-oriented performance management methodology with public sector stakeholders, that relied heavily on data to facilitate evidence-based decision making by Government, in the areas of: education; ease of doing business; land reform; infrastructure; safety and security; Over-the-Hill community development<sup>2</sup>; energy reform; and modernisation and reconstruction. The PMDU provided critical support to MDAs in implementing their key deliverables. In the aftermath of the devastating impacts of Hurricane Dorian in September 2019 and the Coronavirus Disease 2019 (COVID-19) pandemic in 2020, the mandate of PMDU was refocused in line with shifting priorities to assist with the coordination of recovery and reconstruction efforts and to assist with driving GOCB's vaccination programme.

2.03 Since its establishment, PDMU has led notable successes with competing priorities. PMDU's Annual Report covering the period May 2018 to April 2019<sup>3</sup>, highlighted key preliminary gains made in all priority areas; see Appendix 1 for details. PMDU successfully assisted with the development of a reconstruction plan and developed detailed delivery plans for projects led by the Disaster and Reconstruction Authority (DRA) (see Appendix 1). As part of the Government's response to the pandemic, PMDU assisted with rolling out the vaccination programme; as of August 2022, 53.9% of eligible Bahamians have been fully vaccinated. Progress on this priority has allowed for the full reopening of the economy with the attendant positive impact on economic and social conditions. Government has set a target of 70% vaccination rate by March 2023. More details on the performance of seven of the initial eight priorities<sup>4</sup> can be found at Appendix 1.

2.04 In the aftermath of consecutive shocks, CDB provided support to GOCB through two lending operations that amounted to ninety million United States dollars (\$90 mn), as part of an Exogenous Shock Response policy-based programmatic series in 2019 (BD 117/19) and 2020 (BD 79/20). PMDU was specifically tasked with assisting the Ministry of Disaster Preparedness, Management and Reconstruction in the coordination of recovery and reconstruction efforts across Government, to facilitate the timely implementation and the delivery of results. To build capacity at PMDU and support the lending operations, TA was provided in 2020 through a grant of \$750,000 (BD 96/20) to allow GOCB to re-engage Delivery Associates (DA) to assist PMDU with the enormous reconstruction effort. The engagement was initially for a nine-month period ending April 2022, but was subsequently extended by one month to allow for programme completion. DA's support to PMDU included:

- (a) Reviewing the capacity of responsible teams for delivering reconstruction goals.
- (b) Developing an integrated reconstruction plan with detailed progress information for every goal.

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<sup>2</sup> Over-the-Hill is the name of a community in Nassau.

<sup>3</sup> PMDU Annual Report, May 2018 to April 2019. [PMDU+Annual+Report+Final.pdf \(bahamas.gov.bs\)](#).

<sup>4</sup> Discussions are underway to replace the revenue priority with a social development priority. As such, performance indicators for the revenue priority have not been fully developed.

- (c) Proposing focus on two urgent areas – housing and debris removal – and assisting with detailed planning for both areas.
- (d) Supporting DRA to establish and run both internal and ministry-facing routines to review progress against plans and problem-solve delivery challenges.

2.05 DA developed a comprehensive capacity review diagnostic with key areas for urgent attention and a set of actionable recommendations. The team also delivered an integrated reconstruction plan, inclusive of baseline and progress updates, across the reconstruction priority areas. The consulting team conducted a fieldwork mission with PMDU and DRA. The visit highlighted the urgency of relocating the 42 families residing in the Spring City Dome (SCD) community living under unsafe and unsanitary conditions, to put strategies in place to transition the families at the time, providing adequate, dignified, and permanent housing solutions to the families by the end of August 2022, and to facilitate the cross-government effort required. Planning, routine and performance monitoring structures and supporting tools were developed and put in place with assistance from the DA team. See Appendix 1 for progress on these deliverables.

2.06 Following a change of administration in September 2021, Bahamas' development priorities were reordered to focus on health, education, revenue collection, housing relief, digitalisation, energy efficiency (EE), infrastructure, and youth. Multi-dimensional resilience building is implicit in each priority area. Appendix 1 lists these priorities along with yearly goals and responsible ministries. This shift reflected the more immediate development challenges, particularly in the wake of the impact on the Bahamian society of the twin disasters – Hurricane Dorian and the COVID-19 pandemic. PMDU has been tasked by the Prime Minister with supporting the relevant ministries and agencies in the delivery of these eight priority areas<sup>5</sup>. With the support of DA, PMDU has set up goals and indicators for these and has begun to develop plans to address the ambitious agenda. While PMDU's updates on these deliverables (shown at Appendix 1) show progress, instrumental to the success of this work will be the creation of structures and routines to effectively track performance (data systems) and effective reporting (monthly notes, stock takes).

### **3 ISSUES AND CONSTRAINTS**

3.01 The archipelago of The Bahamas is particularly vulnerable to external shocks, as evidenced by the impact of Hurricane Dorian in September 2019, and the COVID-19 pandemic on socioeconomic conditions. The twin crises exposed significant underlying institutional weaknesses in The Bahamas' ability to respond to crisis situations and its inherent vulnerabilities. Vulnerabilities which are further compounded by the highly concentrated nature of the economy, with the tourism industry being by far the largest foreign exchange earner, contributor to gross domestic product (GDP), and the largest employer across the island chain. In 2020, The Bahamas lost 23.2% of its real output, following modest growth of 1.9% in 2019. Furthermore, a combination of rising expenditures in response to the twin crises and the decline in GDP led to a 43.6% jump in central government debt-to-GDP ratio since 2019, to 103.3% by the end of 2021. On the social side, GOCB acknowledges that gender stereotypes, discrimination, and gender-based violence still exist.<sup>6</sup> There is low participation and leadership of women and vulnerable groups in governance, jobs have been lost, educational displacements have occurred among school-aged children, and the health sector remains under pressure even as incidences of COVID-19 cases have abated. Though the economy has registered growth in 2021 of 13.7% and is expected to expand further at an average pace of 4.0% over the medium term, downside risks are abundant.

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<sup>5</sup> Eight priority areas were approved by the Cabinet in February, but the revenue priority is currently under review and would likely be replaced with a more socially oriented priority.

<sup>6</sup> <https://znsbahamas.com/government-pursuing-domestic-legislation-on-gender-equality-gender-based-violence-gbv/>.

3.02 The Bahamas needs to strengthen its resilience to economic shocks. Government recognises that building the necessary resilience to move the country forward towards realising its true potential requires strengthening socioeconomic and environmental institutional structures, as well as key economic infrastructures. The Government is also aware that its capacity constraints to executing the transformation agenda is a considerable limiting factor to the achievement of its ambitious development agenda.

#### **4. PROPOSAL**

4.01 It is proposed that CDB approve a loan to GOCB of an amount not exceeding the equivalent of one million eight hundred and eighty thousand United States dollars (\$1,880,000) (the Loan) from the Bank's OCR to finance consultancy services to maintain capacities within, and sustain the work of, PMDU to implement selected policy priorities (the Project). The consultancy services are expected to continue the provision of expert support and knowledge transfer to PMDU.

4.02 The TA Loan is expected to fund the consultancy to continue progress in:

- (a) Deepening problem solving and enhancing the consistency and rigor of planning and implementation to support sustainable progress in the achievement of GOCB prioritised goals.
- (b) Ramping-up the collection and regular use of sex-disaggregated data to support sound analyses that inform decision making to drive delivery.
- (c) Developing the skills and capacity of PMDU members – particularly incoming hires who will need to quickly become acquainted with the approach adopted by PMDU – to the use of gender sensitive problem-solving tools and techniques that can be used to support and add value to implementing MDAs.
- (d) Institutionalising monitoring and evaluation (M&E), reporting practices, information dissemination, and other accountability and transparency practices within PMDU and in its interactions with MDAs.

4.03 Over the 24-month period of engagement, the Project is expected to safeguard successes and preserve delivery capacity that has already been built within PMDU and some of the ministries involved. It is also expected to build on the achievements to date, to ensure that PMDU positively impacts the Government's development agenda and supports GOCB with the successful delivery of the new goals that are to be achieved to the benefit of the citizens of The Bahamas.

#### **5. OUTCOME**

5.01 The expected outcome of this intervention is to further enhance the capacity of PMDU and MDAs to apply high-quality problem-solving techniques utilising evidence, real-time data, and key performance metrics to improve decision making and to make mid-course corrections – where necessary – throughout the Project and programme life cycles.

5.02 To achieve the stated outcome of the Project, the consultancy will support PMDU in:

- (a) Operationalising key routines for managing implementation, including data collection, analysis, and reporting routines.
- (b) Developing and implementing on-the-ground monitoring and quality assurance plans to supplement data and ensure implementation of action plans is having the desired impact.

- (c) Employing in-depth problem-solving strategies to diagnose delivery challenges and develop innovative, real-time solutions.
- (d) Developing a communications strategy that provides regular and transparent progress updates on the prioritised agenda to key national leaders and the public across the eight priority areas.
- (e) Building capacity within PMDU and across Government to ensure that the current engagement is successful and that GOCB can sustain results independently in the longer term.

5.03 A Results Monitoring Framework (RMF) is presented at Appendix 2.

## **6. JUSTIFICATION AND BENEFITS**

6.01 GOCB has a significant development agenda focused on implementing policies and initiatives targeted towards recovery, reconstruction, and building broad-based resilience. As such, Government has assessed the continuation of the consultancy at PMDU for another two years as germane to the success of its new mandate. However, some important institutional capacities have been lost as part of the change in administration which resulted in key personnel changes both within PMDU and in-line Ministries where some capacities were built. This TA Loan will build upon the previous grant-funded TA initiative which concluded at the end of May 2022, and will continue CDB's support to GOCB's response to addressing the challenges brought on by Hurricane Dorian and the COVID-19 pandemic. The TA will also support a more sustainable approach to the capacity-building focus of the engagement through the development of mechanisms and systems that transcend the end of the consultancy. Accordingly, a continued engagement is justified based on the need to safeguard successes, and buttress and preserve the delivery capacity that has already been built within the PMDU and MDAs involved. The Project is expected build on the achievements to date and ensure that GOCB is truly successful at delivering on its development mandate. Furthermore, GOCB envisions that the continued operation of a skilled PMDU will contribute positively to achieving its SDG targets and other international commitments such as the Paris Agreement.

6.02 This TA Loan is a critical part of CDB's suite of assistance being provided to GOCB. The Loan will contribute to bolstering the implementation and monitoring capacity of GOCB by providing the institutional strengthening needed for PMDU to continue to build its expertise to support development, implementation and monitoring capabilities, and further nurture a performance-oriented culture in the Government to enhance the delivery of results. It will support PMDU in progress tracking to identify bottlenecks and provide problem-solving support to the MDAs involved in delivering on the priority development mandate. It is anticipated that the demand for support in problem solving will increase given the urgency of the new Government to produce tangible results in the eight priority areas. Selected officers in key line ministries and agencies will also benefit from the capacity-building initiatives planned under the Project. This will further increase the institutional capabilities across the public service to effectively implement and monitor the Government's broader strategic objectives.

6.03 The TA is justified based on its strong strategic relevance and anticipated significant role in facilitating delivery on GOCB's priority development mandate. This bodes well for improving project and policy outcomes and, by extension, development outcomes and results. It is consistent with CDB's Corporate Priority of building the Borrowing Member Country's implementing resilience, as well as the cross-cutting priorities of good governance (including evidence-based decision creation) and innovation (including digitalisation)".

6.04 The TA is consistent with CDB's Gender Equality Policy and Operational Strategy (GEPOS) 2019, and TA Policy and Operational Strategy (TAPOS) which guides CDB's approach to TA. In keeping with

GEPOS 2019, the Project will advance policies and introduce teachings that integrate gender analysis and consideration of gender equality issues, allowing for the mainstreaming of gender responsive actions where appropriate. In keeping with TAPOS, the TA is designed as a bridge to catalyse policy reforms and structural changes. Additionally, emphasis has been placed on TA quality at entry and performance indicators. The TA also builds upon CDB’s wider capacity-building programme of training in Public Policy Analysis and Management (PPAM) delivered to senior public sector officials in The Bahamas during the latter part of 2017. Where applicable, cross-cutting themes of good governance and digitisation would be encouraged.

6.05 Based on CDB’s TA Performance Rating System, the Project has been assessed as highly satisfactory with a score of 3.4 (see Appendix 3). This suggests that it is likely to contribute favorably to development effectiveness.

## **7. GENDER MARKER AND PERFORMANCE ASSESSMENT**

7.01 As gender equality is a major cross-cutting factor, gender considerations will be included within all eight priority areas. The Department of Gender and Family Affairs will be included in the implementation of the activities where necessary. Raising awareness and the design of gender-responsive policies or guidelines about the relevance of supporting women’s and vulnerable groups’ participation and leadership in governance, and integrating gender into workplace policies and development planning, will be essential to address existing gender disparities. Furthermore, relevant disaggregation of data by sex, age, and disability will be required to derive insights on the developmental effects on different population groups.

7.02 The Project is assessed as Marginally Mainstreamed (MM) based on CDB’s Gender Marker (GM) having significant potential to contribute to gender equality. The GM is summarised in Table 7.1 (see Appendix 4 for the GM Analysis).

**TABLE 7.1: GENDER MARKER SUMMARY**

<b>GM</b>	<b>Analysis</b>	<b>Design</b>	<b>Implementation</b>	<b>Monitoring and Evaluation</b>	<b>Score</b>	<b>Code</b>
	0.5	0.5	1.0	0.5	<b>2.5</b>	<b>MM</b>

## **8. EXECUTION/IMPLEMENTATION**

8.01 The Project will be implemented through the PMDU within the OPM. GOCB will be responsible for providing: (a) counterpart technical and support staff; (b) furnished office space; and (c) venue for workshops and training of the PMDU staff. GOCB shall, in accordance with procurement procedures applicable to the Loan and as a condition precedent to first disbursement, select and engage consultants to provide the services outlined in the draft Terms of Reference (TOR) at Appendix 6. The Project requires the continued services of the Project Coordinator (PC) that was previously engaged under the TA. The PC shall be responsible for the day-to-day coordination and management of the Project. It shall be a condition precedent to first disbursement of the Loan that GOCB that the PC previously engaged, with qualifications and experience acceptable to CDB, is retained. The PC’s duties and responsibilities are set out in Appendix 5. As a demonstration of GOCB’s confidence in the work of DA – the consultants – the consultancy is expected to be undertaken by DA. CDB will review the implementation arrangements and discuss project supervision issues with key stakeholders.

8.02 The Project has an estimated duration of 24 calendar months. It is expected that the first disbursement from the Loan will be made by October 31, 2022, and the final disbursement by December 30, 2024. An Implementation Plan can be found at Appendix 7.

## **9. COST AND FINANCING**

9.01 The total cost of the Project is estimated at \$2,260,000. CDB will fund 83% (\$1,880,000) of the project cost, including the cost of professional fees for the consultancy services. GOCB will provide counterpart contribution of 17% (\$380,000) to cover the cost of: (a) counterpart technical and support staff; (b) furnished office space; and (c) venue for training workshops. CDB's contribution will be met through a loan from its OCR. The Budget is summarised in Table 9.1, and the detailed Budget is included at Appendix 8.

**TABLE 9.1: FINANCING PLAN**

<b>Financing Source/s</b>	<b>\$</b>	<b>%</b>
CDB OCR	1,880,000	83
GOCB	380,000	17
<b>TOTAL</b>	<b>2,260,000</b>	<b>100</b>

9.02 It is proposed that the Loan be repaid over a period of ten (10) years, commencing two (2) years after the date of the Loan Agreement at an interest rate of 4.10% per annum (variable). In addition, a commitment charge of 1% shall be payable on the undisbursed balance of the Loan commencing on the 60<sup>th</sup> day after the date of the Loan Agreement.

9.03 CDB's contribution is eligible for financing from CDB's Equity and Market Resources. Funds are available within existing resources for the relevant disbursement period.

## **10. PROCUREMENT**

10.01 Procurement shall be undertaken in accordance with CDB's Procurement Policy for Projects Financed by CDB (November 2019); and CDB's Procurement Procedures for Projects Financed by CDB (January 2021). The Direct Selection procurement method shall be utilised to contract the required consulting firm, in accordance with paragraphs 8.22 (b) and (e) of the aforementioned Procedures, recognising that the assignment represents a natural continuation of services delivered by the Consultant and their exceptional experience and expertise relevant to the assignment.

10.02 The Procurement Plan is presented at Appendix 9. GOCB is expected to comply with the requirements of the Procurement Plan. Any revisions to the Procurement Plan shall require CDB's prior approval in writing.

## **11. RISK ASSESSMENT AND MITIGATION**

11.01 Three main risks have been identified which could affect the quality of implementation and operation of the Project, as well as its long-term success. The risks and accompanying mitigating measures are outlined in Table 11.1.

**TABLE 11.1: SUMMARY OF RISKS AND MITIGATION MEASURES**

<b>Risk Category</b>	<b>Risk Type</b>	<b>Description of Risk</b>	<b>Mitigation Measures</b>
Strategic/ Operational	Resourcing Risk	Budget constraints limit the degree to which GOCB supports PMDU in the delivery of its mandate.	GOCB has signalled a commitment to making the necessary resources available by declaring the eight development areas among the highest priorities for the Government. As a result, National Budgeting is expected to be guided, in part, by these priorities with the appropriate resourcing being made available.
Strategic/ Operational	Political	Change in administration affects the functions of PMDU	The priority areas were developed consistent with the long-term national development vision and SDGs to which all parties have subscribed. PMDU will continuously engage with key stakeholders. A communication strategy is to be developed as part of the Project to assist the OPM and PMDU with providing regular and transparent reporting on the performance of PMDU on the prioritised agenda to key national leaders and the public in achieving the agreed priority milestones.
Developmental	Institutional Capacity	Consultants do not provide sufficient and effective transfer of knowledge to the PMDU to sustain effectiveness beyond the consultancy.	As outlined in the TOR, a key deliverable is for the consultants to develop a knowledge management system that facilitates the transfer of knowledge through training and capacity building for staff of PMDU, as well as in relevant MDAs. The performance of the consultants would be reviewed on a regular basis to ensure commitment with this deliverable. Payments would be tied to the achievement of deliverables.

## **12. RECOMMENDATION**

12.01 It is recommended that CDB approve a loan to GOCB of an amount not exceeding the equivalent of one million, eight hundred and eighty thousand United States dollars (\$1,880,000), from the Bank's OCR to finance consultancy services to maintain capacities within, and sustain the work of, PMDU to implement selected policy priorities, on CDB's standard terms and conditions, and on the following terms and conditions:



No.	Subject	Terms and Conditions of the Loan
1.	<b>Parties</b>	<p><u>Bank</u>: Caribbean Development Bank</p> <p><u>Borrower</u>: Government of the Commonwealth of The Bahamas</p> <p><u>Implementing Agency</u>: Prime Minister’s Delivery Unit (PMDU) within the Office of the Prime Minister</p>
2.	<b>Amount of Loan</b>	The Bank agrees to lend to the Borrower an amount not exceeding the equivalent of one million eight hundred and eighty thousand United States dollars (\$1,880,000), from the Ordinary Capital Resources (OCR) of the Bank.
3.	<b>Purpose</b>	The purpose for which the Loan is being made is to maintain capacities within, and sustain the work of, PMDU to implement selected policy priorities (the Project).
4.	<b>Repayment</b>	The Borrower shall repay the Loan in forty (40) equal or approximately equal and consecutive quarterly instalments, commencing two (2) years after the date of the Loan Agreement.
5.	<b>Interest</b>	The Borrower shall pay to the Bank interest at the variable rate of four decimal one zero percent (4.10%) per annum on the amount of the Loan disbursed and outstanding from time to time. Such interest shall be set quarterly and will be effective from January 1, April 1, July 1, and October 1 of each year.
6.	<b>Commitment Fee</b>	The Borrower shall pay a commitment fee of 1% shall on the undisbursed balance of the Loan commencing on the 60 <sup>th</sup> day after the date of the Loan Agreement.
7.	<b>Disbursement of Loan</b>	<p>Except as the Bank may otherwise agree:</p> <p>(a) the amounts disbursed from the Loan Account shall not exceed in the aggregate eighty-three percent (83%) of the cost of the Project; and</p> <p>(b) amounts disbursed from the Loan Account shall be used to finance the components of the Project allocated for financing by the Bank as shown in the Budget up to the respective limits specified therein.</p> <p>The Borrower shall comply with the Bank’s “Disbursement Guidelines for CDB-Financed Projects” published in January 2019 (the Guidelines) which publication is in effect at the date hereof and which may be amended from time to time by the Bank.</p>

No.	Subject	Terms and Conditions of the Loan
5.	<b>Period of Disbursement</b>	<p>The Bank shall have received an application for first disbursement of the Loan by October 31, 2022, or such later date as may be specified in writing by the Bank.</p> <p>The Loan shall be disbursed up to December 30, 2024, or such later date as may be specified in writing by the Bank.</p>
6.	<b>Procurement</b>	<p>Procurement shall be in accordance with the following procedures or such other procedures as the Bank may from time to time specify in writing:</p> <ul style="list-style-type: none"> <li>- CDB's Procurement Policy for Projects Financed by CDB (November 2019); and</li> <li>- CDB's Procurement Procedures for Projects Financed by CDB (January 2021).</li> </ul> <p>The Borrower shall comply with the procurement requirements set out in the <b>Procurement Plan</b>. Any revisions to the <b>Procurement Plan</b> shall require the Bank's prior approval in writing.</p>
7.	<b>Additional Condition(s) Precedent to First Disbursement</b>	<p>The Bank shall not be obligated to make the first disbursement of the Loan until the Borrower has furnished or caused to be furnished to the Bank, evidence acceptable to the Bank, that the following condition has been satisfied:</p> <ul style="list-style-type: none"> <li>- The approval of the Parliament of the Borrower has been obtained with respect to the Loan;</li> <li>- The Project Coordinator (PC) has been retained; and</li> <li>- The consultants have been engaged.</li> </ul>
8.	<b>Project Implementation</b>	<p>Except as the Bank may otherwise agree, the Borrower shall implement the Project through the Implementing Agency.</p>
9.	<b>Project Management</b>	<p>The Borrower shall retain as PC, the person previously engaged and whose qualifications and experience are acceptable to the Bank, and who shall be responsible for the day-to-day coordination and management of the Project and shall carry out the duties and responsibilities of the PC described in the <b>Duties and Responsibilities of the Project Coordinator</b>.</p> <p>The qualifications and experience of any person subsequently assigned to the position of PC shall be acceptable to the Bank.</p>

No.	Subject	Terms and Conditions of the Loan
10.	<b>Engagement of Consultants</b>	<p>The Borrower shall, in accordance with the procurement policy and procedures applicable to the Loan, select and engage consultant(s) to provide the following consultancy services (Consultancy Services):</p> <ul style="list-style-type: none"> <li>- <b>Consultancy Services to the Prime Minister’s Delivery Unit to Support Institutional Strengthening</b></li> </ul> <p>The Borrower shall, within a timeframe acceptable to the Bank, implement such recommendations arising from the Consultancy Services, as may be acceptable to the Bank:</p>
11.	<b>Reports and Information</b>	<p>Except as the Bank may otherwise agree, the Borrower shall furnish or cause to be furnished to the Bank the reports and other information to be furnished to the Borrower and the Bank in accordance with the: (a) <b>Consultancy Services</b>; and (b) <b>Duties and Responsibilities of the PC</b>; in the form specified therein, or in such form or forms as the Bank may require, not later than the times specified therein for so doing (<b>Reporting Requirements</b>).</p>
12.	<b>Additional Funds</b>	<p>The Borrower shall be responsible for meeting any amount by which the total cost of the Project exceeds two million two hundred and sixty thousand United States dollars (\$2,260,000).</p>
13.	<b>Borrower’s Contribution to the Project</b>	<p>The Borrower shall contribute to the Project an amount of not less than three hundred and eighty thousand United States dollars (\$380,000).</p> <p>Except as the Bank may otherwise agree, the contribution which the Borrower is required to make to the Project shall be expended by the Borrower in a timely manner on the components of the Project designated for financing by the Borrower as shown in the <b>Budget</b>, up to the respective limits specified therein.</p>

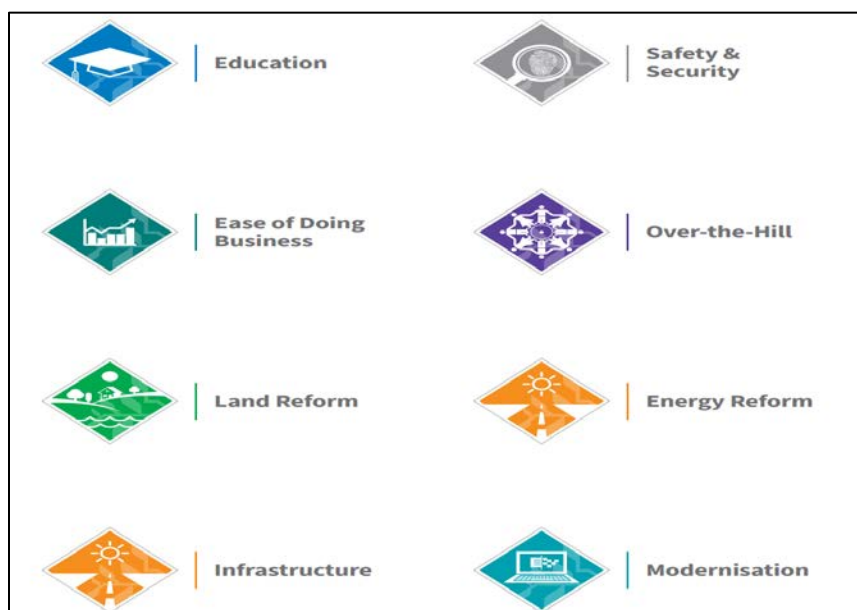
**SUPPORTING DOCUMENTATION**

- Appendix 1: PMDU Priorities, Targets, and Progress  
Appendix 2: Results Monitoring Framework  
Appendix 3: Performance Assessment Rating  
Appendix 4: Gender Marker Analysis  
Appendix 5: Duties and Responsibilities of the Project Coordinator  
Appendix 6: Terms of Reference – Consultancy Services to the Prime Minister’s Delivery Unit to Support Institutional Strengthening  
Appendix 7: Provisional Implementation Plan  
Appendix 8: Budget  
Appendix 9: Procurement Plan

Director Economics Department	<i>Mr. Ian Durant</i>
Deputy Director Economics Department	<i>Ms. Christine Dawson</i>
Economist	<i>Mr. Ronald James</i>

**PMDU PRIORITIES, TARGETS, AND PROGRESS**

**PMDU Priorities at Inception (Pre-Hurricane Dorian and COVID-19 Pandemic), Targets and Progress**



**EDUCATION**

**Key Performance Indicators, Baselines and Targets for Education**

Key Performance Indicators	Baseline (2017/2018)	2020/2021 Target
<b>Universal Pre-school</b> # of 3 and 4 year olds enrolled in a pre-primary Government sponsored program[1]	1,672	4,612
<b>Improving Student Outcomes in 3rd Grade Literacy[2]</b> % of 3rd Graders achieving grades A-D on GLAT in Language Arts	58%	65%
<b>Digital Evolution</b> % of schools with fibre and Wi-Fi connectivity	0%	100%
<b>School Modernisation</b> # of new schools construction completions, renovated or amalgamated	Ongoing capital works across The Bahamas	7 construction completions 9 renovated 5 amalgamated
<b>Bahamas High School Diploma/ Graduation</b> % of students meeting BJC requirements	46%	TBD

**Main achievements of the Education Priority**

<p><u>Ministry of Education and its Stakeholders have:</u></p> <ul style="list-style-type: none"> <li>• Enrolled 800+ additional 3-year and 4-year-olds in Government sponsored pre-school programme for the 2018/19 academic school year (including public schools, and placements in private pre-schools through voucher programme).</li> <li>• Entered contracts to upgrade all 169 schools in The Bahamas with fibre optic cables, Internet and Wi-Fi access.</li> <li>• Initiated Digital Evolution Pilot Project at 11 schools on New Providence, Grand Bahama and Eleuthera to provide proof of concept for the fibre upgrades and Wi-Fi connectivity.</li> <li>• Distributed 3,728 of the first 12,000 tablets to students throughout the public school system.</li> <li>• Created an electronic tool to standardise data collection across all senior high schools for the Bahamas High School Diploma/Graduation initiative, to aid in data driven decision making.</li> <li>• Implemented a literacy strategy (called “Nailing the Reading Block”), for which 200+ teachers have already been trained, across 12 islands and 46 public schools.</li> <li>• Completed construction on two schools in 2018 – Rum Cay All Age School and San Salvador Primary School.</li> </ul>
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**SAFETY AND SECURITY**

**Key Performance Indicators, Baselines and Targets for Safety and Security**

<b>Objectives</b>	<b>Key Performance Indicators</b>	<b>2017 Baseline</b>	<b>2021 Target</b>
<b>Reducing Crime</b>	# of murders	122	85
	# of armed robberies	575	488
	# of sexual offences reported	198	158
<b>Strengthening Border</b>	# of migrant smuggling interdictions	21	28
	# of weapon smuggling arrests	0	16
	# of drug smuggling arrests	1	16
<b>Reducing Recidivism</b>	Recidivism Rate	21	17
	# of inmates in work release programs	25	52
	# of inmates in personal development programs	38	86
<b>Trafficking in Persons</b>	Trafficking in Persons Tier Status US Department of State's Trafficking in Persons Report	Tier 1	Tier 1

**Main Achievements of the Safety and Security Priority**

<p><u>Ministry of National Security and its Stakeholders have:</u></p> <ul style="list-style-type: none"> <li>• Actioned strategies to reduce crime which, when compared with 2017, have led to a: <ul style="list-style-type: none"> <li>- 25% decrease in the murder rate.</li> <li>- 18% decrease in armed robberies.</li> <li>- 23% decrease in unlawful sexual offences.</li> </ul> </li> <li>• Commenced installation of ShotSpotter technology (100 shot spotters will be installed in high crime areas).</li> <li>• Commissioned the Royal Bahamas Police Force’s (RBDF) new radar base on Inagua in April 2019, with the ability to transmit signals 370 miles from the base in Inagua to RBDF Coral Harbour Headquarters;</li> <li>• Pursued a Drone Programme to patrol The Bahamas’ airspace to assist with detection and apprehension of persons involved in illicit activities;</li> <li>• Facilitated 100 inmates (both male and female) graduating from Bahamas Technical and Vocational Institute (BTVI) courses in December 2018, majoring in Auto Mechanics, Carpentry, Computers, Electrical, Garment Making, Plumbing and Masonry (training was also made available by the Bahamas Agriculture and Marine Science Institute in farming and agriculture).</li> <li>• Enrolled, as of March 2019, an additional 89 inmates in BTVI courses, 93 in academic classes, 44 in personal development classes, and 23 in a challenged drug therapeutic programme.</li> <li>• Executed Trafficking in Persons (TIPs) awareness campaign within schools and established a national 24-hour TIPs hotline on February 22, 2019.</li> </ul>
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**EASE OF DOING BUSINESS PRIORITY**

**Key Performance Indicators, Baselines and Targets for the Ease of Doing Business Priority**

Key Performance Indicators	Baseline 2018	2021 Target
<b>Starting a Business:</b>		
Time taken to obtain a business licence	30+ days	24 hrs
Time taken to renew a business licence	30+ days	24 hrs
<b>Getting Construction Permits:</b>		
Time taken to obtain construction permits	120+ days	30 days
<b>Registering Property:</b>		
Days taken to register property	4+ weeks	14 days

**Main achievements of the Ease of Doing Business Priority**

<p><u>Ease of Doing Business Stakeholders have:</u></p> <ul style="list-style-type: none"> <li>• Executed strategies leading to the following year on year (April 2018 to April 2019) declines: <ul style="list-style-type: none"> <li>- 37% reduction in the time it takes to get Business Licences approved.</li> <li>- 77% reduction in the time it takes to get Business Licences renewed.</li> <li>- 44% reduction in the time it takes to get a property conveyance registered.</li> <li>- 12 % reduction in the time it takes to get construction permits approved.</li> </ul> </li>   <li>• Promulgated and seen enacted by the Government, the Business Licence (Amendment) Act 2018 to allow for the granting of provisional business licences for low-risk businesses and automatic renewals.</li>   <li>• Promulgated and seen enacted by the Government, the following legislation that significantly enhance the protective measures available to minority investors in the country, and should translate to an improved ‘Ease of Doing Business’ ranking: <ul style="list-style-type: none"> <li>- The Companies (Amendment) Act 2019.</li> <li>- Securities Industry (Amendment) Act 2019.</li> <li>- Securities Industry (Corporate Governance) Rules 2018.</li> <li>- The Securities Industry (Takeover Rules) 2018 (presently being enforced).</li> </ul> </li>   <li>• Identified an operator for the country's very first credit bureau, allowing financial institutions to make better informed credit granting decisions.</li> </ul>
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**OVER-THE-HILL PRIORITY**

**Key Performance Indicators, Baselines and Targets for Over-the-Hill Priority**

Objectives	Key Performance Indicators	2017 Baseline	2021 Target
Crime Reduction	# of murders	22	8
	# of armed robberies	64	45
	# of sexual offences reported	19	13
Cleanliness	# of residential collections on a weekly basis	1	3
	# bulk waste collection campaigns per year	0	5
Access to water and sewer	% of homes with active water connection	TBD	TBD
	% of homes with active sewerage connections	TBD	TBD
Park Restoration	# of parks restored & operational under Over-the-Hill Priority	0	13
Economic Empowerment	# of new jobs created under Over-the-Hill Priority	N/A	500
	# of business concessions granted under Economic Empowerment Zone Act	N/A	TBD



**Main achievements of the Over-the-Hill Priority**

<p><u>Over-the-Hill Stakeholders have:</u></p> <ul style="list-style-type: none"> <li>• Promulgated and seen enacted by the Government the Economic Empowerment Zone Act 2018 to promote the redevelopment of communities through the granting of certain exemptions and fiscal incentives for the renovation and restoration of property and the encouragement of businesses in a zone.</li> <li>• Provided grants made available for small businesses and Small Business Development Centre Over-the-Hill specific satellite office opening May 2019.</li> <li>• Trained and subsequently hired 41 Environmental Monitors from the Over-the-Hill Community.</li> <li>• Increased frequency of residential garbage collections and regularised pickups to twice per week.</li> <li>• Executed bulk waste clean-up campaigns.</li> <li>• Operationalised the Environmental Court and commenced environmental fines.</li> <li>• Achieved a reduction in serious crimes – 42% decrease in murders and armed robberies in Over-the-Hill Community.</li> <li>• Completed renovations to both McPherson Park and Father Marshall Cooper Park.</li> <li>• Completed, substantially, the renovation of the Southern Recreation Grounds.</li> </ul>
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**LAND REFORM PRIORITY**

**Key Performance Indicators, Baselines and Targets for the Land Reform Priority**

Key Performance Indicators	Baseline[3](2017)	2021 Target
# of serviced, ready to build housing lots transferred to Bahamians	N/A	3,000
# of land-related applications pending in backlog	TBD	0
Time to process land lease and Crown Grant applications	TBD	30 days

**Main achievements of the Land Reform Priority**

<p><u>Land Reform Stakeholders have</u></p> <ul style="list-style-type: none"> <li>• Promulgated and seen enacted by the Government, the Access to Affordable Homes Act 2018, to promote greater access to affordable homes through the grant of certain exemptions for the building of dwelling homes on serviced lots within a government-owned subdivision.</li> <li>• Sold the first 10 ready-to-build serviced lots in the Sunset Close Subdivision.</li> <li>• Made available the first 60 ready-to-build serviced lots in Central Pines Subdivision, Abaco.</li> <li>• Will imminently commence installing the requisite utility infrastructure on 365 lots in Carmichael Village for ready-to-build service lots.</li> <li>• Commenced data management at the Department of Lands and Surveys.</li> <li>• Are concluding the procurement of a Service Provider to execute a Land Audit of Government-owned lands.</li> <li>• Procured mapping and surveying equipment and technical and administrative personnel.</li> </ul>
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**ENERGY REFORM PRIORITY**

**Key Performance Indicator, Baseline and Targets for the Energy Reform Priority**

Key Performance Indicator	Baseline (2018)	2021 Target	2030 Target
RE share of energy produced/consumed (%):	0.22	4.56	30

**Main achievements of the Energy Reform Priority**

<p><u>Energy Reform Stakeholders:</u></p> <ul style="list-style-type: none"> <li>• Completed and connected the first utility scale solar plant to the Bahamas Power and Light Company Limited grid, a 925 kilowatt (kW) Solar Car Park Canopy System.</li> <li>• Conducted solar photovoltaic (PV) feasibility assessments for at least 11 Government buildings/ schools;</li> <li>• Registered via the Small-scale Renewable Generation Programme over 2 megawatts (MW) installed capacity from small residential and commercial renewable energy systems.</li> <li>• Carried out ground-breaking ceremony for a 3.5 MW Solar Sunrise Park in Grand Bahama in February 2019.</li> <li>• Executed contract for the retrofitting and installation of solar PV at Anatol Rodgers High School.</li> <li>• Progressed project development work (including geotechnical and environmental impact studies) to an advanced stage for the installation of a 390-kW utility solar plant on Ragged Island (including, issued Request for Proposal (RFP) to successful candidates after the call-for-qualifications stage of procurement).</li> <li>• Shortlisted service providers to retrofit and install solar PV systems at TG Glover Primary School and OPM Car Park Canopy.</li> <li>• Identified seven other Government buildings for retrofitting and solar installations by 2020, including the House of Assembly, Ministry of Education (MOE) and Customs Buildings (energy audits already being undertaken to inform scope of works for the RFP process).</li> </ul>
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## INFRASTRUCTURE PRIORITY

### Key Performance Indicators, Baselines and Targets for the Infrastructure Priority

Key Performance Indicators	2018 Baseline	Jul 2021 Target
% reported potholes repaired within 48 hours (Arterial Roads)	51	90
% reported potholes repaired within 72 hours (Collector Roads)	82	90
% reported potholes repaired within 5 days (Local Roads)	70	80
% of signalised traffic intersections[4] working 100% of the time/month	96	99

### Main Achievements of the Infrastructure Priority

Ministry of Public Works and their Stakeholders have:

- Cleared 100% of the 2018 pothole backlog of 329 potholes.
- Revised and enhanced road maintenance contracts to ensure compliance and improve performance quality.
- Improved the frequency of asphalt supply in the first quarter of 2019, resulting in no related complaints by road maintenance crews.
- Hired new staff to address human resource constraints.
- Procured new vehicles/equipment.
- Upgraded technology at 2 of the 40 remaining signalised intersections and ordered the uninterruptible power supply equipment for 29 critical intersections.
- Started an Inter-American Development Bank (IDB) technical cooperation consultancy to conduct a needs and scope assessment for the Traffic Management Centre.

## MODERNISATION PRIORITY

### Key Performance Indicator, Baseline and Target in Respect of Digitisation

Key Performance Indicator	2018 Baseline	Jul 2021 Target
% of Government services online (end-to-end)	3.5%	17.5%

### Main Achievements of the Modernisation Priority

**Modernisation Unit and its Stakeholders have:**

- Partnered with IDB to provide financing in the amount of \$30 mn over 6 years to strengthen competitiveness using technology.
- Selected and began the preparatory work for three Government agencies to be part of a priority digitisation pilot exercise, to take place over six months, including:
  - Registrar General's Department.
  - Road Traffic Department (renewal of driver's licence).
  - Passport (renewal of passports).
- Commenced the pre-pilot exercise at the Passport Office for the renewal of passports.
- Established a roundtable for ICT.

**RECONSTRUCTION PRIORITY POST-HURRICANE DORIAN**

**Progress on Key Reconstruction Workstreams**

<b>Workstream</b>	<b>Progress to Date</b>
1. Stand-up reconstruction working team	A new working team was set up for the priority which includes DRA, Housing Ministry, and PMDU.
2. Assess and recommit to reconstruction goals	Prime Minister confirmed that transitioning persons from SCD Community to permanent housing is a priority and set an ambitious timeline to complete it before hurricane season.
3. Drive project success through integrated plan	Delivery planning sessions were completed to validate and begin implementation of housing targets inclusive of permanent housing solutions for temporary Dome residents.
4. Align reconstruction plan governance	Completed integrated delivery plan including detailed plans for reconstruction, and discussed monthly routines to receive updates.
5. Develop communication strategy	PMDU is coordinating media response from OPM communications to ensure Dome residents and the general public are clear on immediate next steps and opportunities of the process.
6. Recommit to best practice routines and processes	Worked with DRA team to enhance their preparation for routines, as well as templates for reporting progress.
7. Develop and drive quick wins	This process was completed and put into action through a detailed plan.

**PMDU UPDATED 2022 PRIORITIES AND PROGRESS**

<b>Workstream</b>	<b>Progress to Date</b>
1. Priority Definition	Eight priority areas were confirmed in February 2022 by Cabinet <sup>1</sup> .
2. Target Setting	Year 1 targets have been confirmed and validated by corresponding Ministries and Agencies for seven of eight priority areas. Initial agreement with stakeholders on Year 2 targets.
3. Identification of Key Performance Indicators (KPIs)	Key Year 1 performance indicators have been confirmed and validated by corresponding Ministries and Agencies for seven of eight priority areas. Initial agreement with stakeholders on Year 2 KPIs.
4. Delivery Planning	Completed delivery planning and began implementation on health, education, and reconstruction. initial plans for youth, and digitisation priorities have been developed.
5. Driving implementation	<u>Health</u> : PMDU deployed a strategy to repurpose contact tracers' duties to encourage boosters. The booster campaign has, to date, accounted for 38% of total boosters.
	<u>Education</u> : PMDU has completed a planning exercise with MOE taskforce to achieve 95% attendance rates by December 2022.

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<sup>1</sup> Discussions are underway to substitute one of the original eight priority areas – Revenue Collection – with another priority area.

**THE GOVERNMENT'S SEVEN ACTIVE PRIORITY AREAS AND GOALS**

<b>Priority Area</b>	<b>Responsible Ministry</b>	<b>Year 1 Goals</b>	<b>Year 2 Goals</b>
Health	Ministry of Health and Wellness	70% COVID-19 vaccination rates achieved by March 2023.	Reduce out-of-pocket expenditure for Bahamians by 20% by 2024.
EE	Ministry of Works and Utilities	Increased savings from retrofitting government buildings and converting government fleet to electric vehicles.	Increased savings from retrofitting government buildings and converting government fleet to electric vehicles.
Education	MOE and Technical and Vocational Training	95% attendance of all school-age students achieved by December 2022.	Mitigate learning loss because of the pandemic across The Bahamas (based on baseline currently being developed).
Youth Empowerment	Ministry of Youth Sports and Culture	Establishment of the National Youth Guard Programme, inclusive of 100 jobs created by January 2023.	500 new jobs created for new university graduates under the "National First Job Programme" by December 2024.
Digitalisation	OPM	At least 3,500 users benefitting from most demanded digital government services per month by August 2023.	A further 3,500 users benefitting from most demanded digital government services per month by December 2024.
Relief	Ministry of Transport and Housing	Provide access to permanent housing solutions for all temporary dome residents in Spring City, Abaco, by end of August 2022.	Provide access to permanent housing solutions to others in need and permanently dispose debris in Abaco and Grand Bahama by December 2024.
Energy Infrastructure	Ministry of Works and Utilities	Solar generation increased by 5% by August 2023 through fast-tracking energy infrastructure projects.	Solar generation increased by 15% by December 2024 through continued fast-tracking of energy infrastructure projects.

## RESULTS MONITORING FRAMEWORK

Narrative Summary	Performance Indicators	Baseline (2022)	Target	Data Sources/Reporting Mechanisms/Reporting Frequency
Project Impact: Contribute to better coordination, management, monitoring and reporting of selected projects within the country's Public Sector Investment Programme for improved development effectiveness and results/outcomes consistent with the national, regional, and global development goals and commitments.				
<u>Outcome</u> Enhanced capacity of PMDU and MDAs to apply high-quality problem-solving techniques utilising evidence, real-time data, and key performance metrics to improve decision making and to make mid-course corrections where necessary throughout the Project and programme life cycles.	<u>By December 2025</u> (a) Evidence that the institutional capacity of PMDU have been sufficiently built.	PMDU has full control of priority area: No	PMDU has full control of priority area: Yes	(a) GOCB Strategic Plan. (b) PMDU Annual Reports. (c) Quarterly Stock take reports and presentations (d) National Budget. (e) Consultancy Completion Report.
	(b) Evidence that at least four ministries (Health, Education, Housing, and Youth) have demonstrably benefited from PMDU's support by achieving their respective targets as outlined.	1	4	
	(c) Evidence that the targeted milestones of the eight priority areas have been met.	0	8	
	(d) Evidence that at least four ministries (Health, Education, Housing, and Youth) have embedded the delivery concept in their decision making, planning, implementing and monitoring their work programmes.	1	4	
<u>Assumptions for Achieving Outcomes</u> (a) Resources are available to finance the implementation of priority projects, programmes and policies. (b) The action plans for the eight selected priority areas are fully executed in a reasonable time. (c) Effective and strategic relationships/partnerships established between PMDU and line ministries and other departments and agencies.				

## RESULTS MONITORING FRAMEWORK

Narrative Summary	Performance Indicators	Baseline (2022)	Target	Data Sources/Reporting Mechanisms/Reporting Frequency
<p><u>Outputs</u></p> <p>Institutional strengthening activities completed in line results-based management/performance management principles/good practice:</p> <p>(a) Inception report prepared.</p> <p>(b) Workshops conducted and detailed action plans prepared for each of eight priorities completed.</p> <p>(c) Quarterly ‘stock take consultations and (progress) reports.</p> <p>(d) Workshops conducted and training manuals developed.</p> <p>(e) Final Report prepared.</p>	<p><u>By December 2024</u></p> <p>(a) Inception report approved containing final time-bound, measurable goals for each priority, including baseline performance, target performance and trajectories over time.</p> <p>(b) Workshops to finalise 90-day and 2-year targets along with monthly or quarterly expected performance trajectories for each indicator completed.</p> <p>(c) Detailed action plans for each priority area accepted and executed by GOCB.</p> <p>(d) Quarterly ‘stocktake’ conducted, and associated reports prepared and presented to the Prime Minister during stock take meetings.</p> <p>(e) Comprehensive training manuals prepared to support ongoing training beyond the consultancy.</p> <p>(f) A final report detailing the completion of the Project, inclusive of the methodology employed, evaluation of success of PMDU and each priority area. The report should also include important lessons learnt.</p>	<p>No</p> <p>0</p> <p>0</p> <p>0</p> <p>0</p> <p>No</p>	<p>Yes</p> <p>8</p> <p>8</p> <p>8</p> <p>Yes</p>	<p>(a) PC Report.</p> <p>(b) Official Government Press Release.</p> <p>(c) CDB Supervision Report.</p> <p>(g) Detailed Action Plans.</p> <p>(h) Official training manuals developed and made available to PMDU.</p>

**RESULTS MONITORING FRAMEWORK**

<u>Assumptions for Achieving Outputs</u>				
(a) Timely compliance with disbursement terms and conditions. (b) Consultants are engaged in a timely manner. (c) Consultants are activated in a timely manner.				
Activities/Inputs	Cost and Funding (\$)			Assumptions for Activities/Inputs
	CDB	Counterpart	Total	
Professional Fees	1,839,500	-	1,839,500	(a) GOCB accepts the terms and condition of the Loan. (b) GOCB meets the conditions necessary for disbursements.
Project Management Fees	-	345,000	345,000	
Contingencies	40,000	35,000	75,000	
Transfer Charges	500	-	500	
<b>TOTAL</b>	<b>1,880,000</b>	<b>380,000</b>	<b>2,260,000</b>	



**PERFORMANCE ASSESSMENT RATING**

<b>Criteria</b>	<b>Score</b>	<b>Justification</b>
Relevance	4.0	<p>The Project is consistent with GOCB strategic objectives, as well as CDB's <i>Strategic Objectives of Promoting Inclusive Growth and Sustainable Development</i>, and of <i>Promoting Good Governance</i>.</p> <p>It is consistent with SDG 16, which seeks to promote strong institutions which are effective, accountable, and transparent at all levels.</p> <p>The outputs and outcomes of the Project are also considered critical as inputs into The Bahamas's upcoming 2023-27 Country Engagement Strategy.</p>
Effectiveness	3.0	<p>The established PMDU has already demonstrated its ability to support project and policy implementation in tangible and meaningful ways in The Bahamas. By design, PMDU is a critical part of the Prime Minister's advisory and support mechanism on matters related to implementation of projects and policies.</p>
Efficiency	3.5	<p>The use of PMDU mechanism is an efficient way to support improved implementation capabilities going forward. By focusing on narrow, but highly impactful, recovery and developmental objectives, PMDU emphasises the efficient use of limited resources.</p>
Sustainability	3.0	<p>PMDU guarantees consistent improvement in project and policy implementation going forward. PMDU enjoys the full support of the Prime Minister and his Cabinet and will therefore continue to deliver on its mandate for the foreseeable future. Furthermore, it is a requirement of the consultancy that training manuals be prepared to ensure continuous training of existing staff, both within PMDU and in relevant Ministries and agencies; and that new staff are adequately trained.</p>
<b>Overall Average Score</b>	<b>3.4</b>	

**GENDER MARKER ANALYSIS**

<b>Project Cycle Stage</b>	<b>Criteria</b>	<b>Score</b>
Analysis	Socioeconomic, Sector and/or Institutional analysis considers gender risks and/or gender disparities that impact the achievement of project outcomes.	0.5
Design	Project interventions address existing gender disparities.	0.5
Implementation	Arrangements include either: <ul style="list-style-type: none"><li>• Capacity building initiatives to enhance gender mainstreaming of the executing and/or implementing agency; or</li><li>• TOR of PC include responsibility for ensuring that gender equality and gender components are given attention</li></ul>	0.5 0.5
M&E	Collection of sex-disaggregated data is part of the Project.	0.5
<b>Maximum Score</b>		<b>2.5</b>

**Scoring Code**

MM: if 1.5 points to 2.75 points.

**DUTIES AND RESPONSIBILITIES OF THE PROJECT COORDINATOR**

1. PC will have day-to-day responsibility for project coordination and management, arranging contacts with all Government and other personnel, project-related discussions, and supervision of the consultants.
2. PC will be responsible for coordinating and monitoring all aspects of the implementation of the Project. He/she is expected to ensure that reports are submitted in a timely manner. Duties include the following where applicable:
  - (a) reviewing and finalising the TOR for consultancy services to be undertaken in the Project;
  - (b) coordinating the engagement of consultants;
  - (c) collecting all relevant background studies and information;
  - (d) supervising the implementation of the consultancy;
  - (e) ensuring that social and gender considerations are incorporated in proposed interventions to:
    - (i) enhance gender equality, social inclusion<sup>1</sup> of vulnerable groups; and
    - (ii) promote social benefits and manage social risks;
  - (f) organising stakeholder consultations;
  - (g) preparing and submitting claims to CDB for disbursement/reimbursement;
  - (h) submitting to CDB reports prepared by the consultants;
  - (i) submitting to CDB a report each quarter summarising the progress, disbursement activities and forecasted expenditures to project completion;
  - (j) submitting to CDB the Contract Completion Report within one month after the date of project completion;
  - (k) preparing and submitting to CDB a Project Completion Report, within two months after practical completion of the works. This report will focus on the Project's performance on desired results as outlined in the RMF and lessons learnt;
  - (l) updating the procurement plan, as necessary and where applicable.

3. The assigned PC must have completed, or be willing to complete, a relevant procurement training course sponsored by the CDB's Procurement Policy Unit and should have a minimum of the following qualifications:

- (a) a Master's Degree or equivalent in Economics, Construction Management or Project Management with a minimum of five years' experience in the management and implementation of public sector reform programmes; or
- (b) a Bachelor's Degree or equivalent in Economics, Public Administration or Management with a minimum of 10 years' experience in the management and implementation of public sector reform projects.

**DRAFT TERMS OF REFERENCE**

**CONSULTANCY SERVICES TO THE PRIME MINISTER'S DELIVERY UNIT TO SUPPORT INSTITUTIONAL STRENGTHENING**

**1. BACKGROUND**

**Project Background**

1.01 The PMDU was officially launched on May 8, 2018, with financial support from the Inter-American Development Bank. Established in the OPM, the PMDU was set up to facilitate: (a) development and implementation of a sustainable and effective new governance mechanism (management model) for monitoring the implementation of GOCB's priority projects and programmes; (b) implementation of an information and communication technology (ICT) system for monitoring priority projects and programmes across Government; and (c) establishment of an intensive training and change management programme to strengthen delivery capacity across respective Ministries, Departments and Agencies (MDAs). It adopts a "centre-of-government" (COG)<sup>8</sup> approach to enable the effective delivery of key results, utilising a rigorous bottom-up iterative approach and framework for implementation that includes: (i) setting goals and objectives; (ii) assessing each agency's capacity to deliver; (iii) developing concrete action plans; and (iv) driving delivery with routines for performance monitoring, status updates, and problem solving. Routines include monthly delivery meetings with stakeholders and quarterly stock take meetings for each key priority with the Prime Minister. PDMU comprises a Chief Operations Officer, who has direct responsibility for its daily operations; four Priority Managers; a Data and Research Manager; and a Communication Specialist.

1.02 PDMU's mandate was to enable the delivery of results in eight priority areas, which aligned with both the long-term national development vision and with the Sustainable Development Goals (SDGs). Accordingly, PMDU employed a target-specific, results-oriented performance management methodology with public sector stakeholders, that relied heavily on data to facilitate evidence-based decision making by Government, in the areas of: Education; Ease of Doing Business; Land Reform; Infrastructure; Safety and Security; Over-the-Hill Community Development<sup>9</sup>; Energy Reform; and Modernisation and Reconstruction. The PMDU provided critical support to MDAs in implementing their key deliverables. In the aftermath of the devastating impacts of Hurricane Dorian in September 2019 and the Coronavirus Disease 2019 (COVID-19) pandemic in 2020, the mandate of PMDU was refocused in line with shifting priorities to assist with the coordination of recovery and reconstruction efforts and to assist with driving GOCB's vaccination programme.

1.03 Since its establishment, PDMU has led notable successes with competing priorities. PMDU's Annual Report covering the period May 2018 to April 2019<sup>10</sup>, highlighted key preliminary gains made in all priority areas; see Appendix 1 for details. PMDU successfully assisted with the development of a reconstruction plan and developed detailed delivery plans for projects led by the Disaster and Reconstruction Authority (DRA). As part of the Government's response to the pandemic, PMDU assisted

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<sup>8</sup> COG refers to the institution, or group of institutions, that provide direct support to the Chief Executive (President or Prime Minister) in leading the management of the Government. By extension, the COG approach to implementation focuses on the implementation of high priority projects and programmes that are directed through the Office of the President or Prime Minister, utilising a "Deliverology" methodology conceived by Delivery Associates (DA).

with rolling out the vaccination programme; as of August 2022, 53.9% of eligible Bahamians have been fully vaccinated. Progress on this priority has allowed for the full reopening of the economy with the attendant positive impact on economic and social conditions. Government has set a target of 70% vaccination rate by March 2023.

1.04 In the aftermath of consecutive shocks, CDB provided support to GOCB through two lending operations that amounted to ninety million United States dollars (\$90 mn), as part of an Exogenous Shock Response policy-based programmatic series in 2019 (BD 117/19) and 2020 (BD 79/20). PMDU was specifically tasked with assisting the Ministry of Disaster Preparedness, Management and Reconstruction in the coordination of recovery and reconstruction efforts across Government, to facilitate the timely implementation and the delivery of results. To build capacity at PMDU and support the lending operations, TA was provided in 2020 through a grant of \$750,000 (BD 96/20) to allow GOCB to re-engage DA to assist PMDU with the enormous reconstruction effort. The engagement was initially for a nine-month period ending April 2022, but was subsequently extended by one month to allow for programme completion. DA's support to PMDU included:

- (a) Reviewing the capacity of responsible teams for delivering reconstruction goals.
- (b) Developing an integrated reconstruction plan with detailed progress information for every goal.
- (c) Proposing focus on two urgent areas, housing and debris removal, and assisted with detailed planning for both areas.
- (d) Supporting DRA to establish and run both internal and ministry-facing routines to review progress against plans and problem-solve delivery challenges.

1.05 DA developed a comprehensive capacity review diagnostic with key areas for urgent attention and a set of actionable recommendations. The team also delivered an integrated reconstruction plan, inclusive of baseline and progress updates, across the reconstruction priority areas. The consulting team conducted a fieldwork mission with PMDU and DRA. The visit highlighted the urgency of relocating the 42 families residing in the Spring City Dome (SCD) community living under unsafe and unsanitary conditions, to put strategies in place to transition the families at the time, providing adequate, dignified, and permanent housing solutions to the families by the end of August 2022, and to facilitate the cross-government effort required. Planning, routine and performance monitoring structures and supporting tools were developed and put in place with assistance from the DA team.

1.06 Following a change of administration in September 2021, Bahamas' development priorities were reordered to focus on health, education, revenue collection, housing relief, digitalisation, energy efficiency, infrastructure, and youth. Multi-dimensional resilience building is implicit in each priority area. Appendix 1 lists these priorities along with yearly goals and responsible ministries. This shift reflected the more immediate development challenges, particularly in the wake of the impact on the Bahamian society of the twin disasters – Hurricane Dorian and the COVID-19 pandemic. PMDU has been tasked by the Prime Minister with supporting the relevant ministries and agencies in the delivery of these eight priority areas<sup>11</sup>. With the support of DA, PMDU has set up goals and indicators for these and has begun to develop plans to address the ambitious agenda. While PMDU's updates on these deliverables show progress, instrumental to the success of this work will be the creation of structures and routines to effectively track performance (data systems) and effective reporting (monthly notes, stock takes).

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Over-the-Hill is the name of a community in Nassau.

## **2. OBJECTIVE**

2.01 The overall objective of the consultancy is to further enhance the capacity the of PMDU to assist GOCB to better plan, implement, monitor, and evaluate development initiatives in The Bahamas.

## **3. SCOPE OF SERVICE**

3.01 The scope of services is understood to cover all the activities necessary to accomplish the stated objectives of the Project, whether a specific activity is cited in these Terms of Reference. The team of consultants will work collaboratively with relevant PMDU members. The consultants will use sex, age, and disability disaggregated data, where applicable, in data collecting, analysis, reporting, and the establishing of targets, in support of achieving inclusive sustainable development targets. It is anticipated that work would be structured around five key objectives. The consultancy team would be flexible and adaptive to PMDU's needs and project context at the start of the engagement, but outlined below are the likely activities needed to achieve each objective.

### **Objective 1: Operationalise key routines for managing implementation, including data collection, analysis, and reporting routines.**

- Establish a full schedule for next two years of governance routines for the eight priority areas.
- Support PMDU and relevant ministries in the preparation of materials for these routines; DA and PMDU to conduct majority of preparatory work.
- Support PMDU in setting agendas for routines, running the routines when needed, and conducting follow-up activities.
- Meet with key stakeholders to collect feedback on draft templates, and then make the necessary adjustments before submitting final versions. Importantly, templates will be applicable and adaptable to all priority areas.

### **Objective 2: Develop and implement on-the-ground monitoring and quality assurance plans to supplement data and ensure the implementation of action plans is having the expected impact on the ground**

- Identify key types of quality assurance checks to be conducted to support each action plan that is developed and to validate progress on every measurable goal.
- Develop detailed plan for conducting this fieldwork at front lines of implementation, including who will conduct it, how frequently, what shape the activity will take, and how the write-up and follow-up protocol will look.
- Execute regular monitoring routines together with PMDU counterparts and ministries with emphasis on identifying delivery challenges, diagnosing root causes, and coming up with and implementing practical solutions in real time.

**Objective 3: Lead and support in-depth problem-solving to diagnose delivery challenges and develop innovative, real-time solutions**

- Provide *ad hoc* support, as needed, to PMDU and relevant ministries on identifying root causes of delivery challenges across the delivery chain based on reviews of data, fieldwork or anecdotal evidence received.
- 
- Conduct benchmarking of comparable jurisdictions and reconstruction experiences to identify and socialise best practices in reconstruction management and in other topics.
- Ensure proposed solutions and identified best practices are implemented.

**Objective 4: Support PMDU in the communications strategy for the Government's progress updates on its prioritised agenda to key national leaders and the public across the eight priority areas**

- Help identify key audiences for regular communication.
- Support, as needed, any detailed planning for communications strategy for each audience, including key messages and channels to be used.
- Support the establishment of key routines with OPM's communications team.
- Support the development of communication materials for certain audiences, as needed.

**Objective 5: Building capacity within PMDU and across Government is essential to ensure both that the current engagement is successful and that GOCB can sustain results independently in the longer term**

- Build capacity in delivery through working alongside people, modelling good practice, mentoring, and providing real-time feedback.
- Coach public officials on-the-job and facilitate seminars on delivery management throughout the engagement to transfer knowledge and skills – both within PMDU and selectively across government ministries and agencies.
- Equip key parts of various levels of the Government's leadership structure with the theory, tools, and practical skills necessary to independently lead delivery of citizen-focused reform efforts.
- Support GOCB in embedding a robust performance management system to ensure the aspirations laid out in earlier stages translate into a legacy of tangible, lasting results for citizens.
- Developing a knowledge management system that includes detailed training manuals, and process mapping of the Deliverology® methodology to support ongoing capacity building.



#### **4. CONSULTANCY DELIVERABLES**

4.01 The associated expected deliverables are as follows:

**Deliverable 1:** Workplan for the engagement and report containing standing agendas and templates for all key routines.

**Deliverable 2:** Report outlining protocols and templates for all key fieldwork routines across each of eight priorities.

**Deliverable 3:** Diagnostic report(s) used in governance routines (example, Prime Minister Stocktakes) that highlight root causes of ongoing implementation issues and propose evidence-based solutions.

**Deliverable 4:** Report containing outline of the communication plan to be executed over the course of the two years.

**Deliverable 5:** Report containing training plan and manuals, sequencing, and materials for all sessions.

(a) monthly status report on activities completed; and

(b) final report on implementation of the work scope completed.

#### **5. REPORTING REQUIREMENTS**

5.01 The appointed Project Coordinator shall be responsible for obtaining from the consultancy firm, as applicable, and providing the following reports to OPM:

(a) Quarterly Report summarising progress, disbursement activities, and forecasted expenditures to project completion; and

(b) Project Completion Report, within two months after practical completion of the work scope. This report will focus on the Project's performance on desired results.

#### **6. IMPLEMENTATION ARRANGEMENTS**

6.01 The selected consultancy firm is to assemble a core team of two experienced full-time delivery experts based in The Bahamas during the working week and fully embedded within PMDU. One of the experts would serve as the Project Lead. This team of two would be supported by the engagement of senior leadership focused on this project who would be collectively allocated approximately 25% to this work for the first 6 months and 10% for the remaining 18 months (that is, at least several week-long trips to The Bahamas over the course of the 24 months, in addition to regular remote support). All activities outlined would be conducted hand-in-hand with PMDU's Chief Operations Officer and relevant PMDU Priority Managers.

#### **7. QUALIFICATIONS AND EXPERIENCE**

7.01 The interested firm shall be a consultancy firm incorporated for at least three years, offering similar services and have completed similar projects of this scale and complexity in comparable government

organisations. Specifically, the selected firm should have expertise in developing and implementing best practice approaches to delivery and multi-stakeholder dialogues/workshops. Ability to design processes and tools to help people with new approaches and understand complex issues. Ability to align diverse groups around specific challenges and goals. Work experience in small states or Small Island Developing States.

7.02 The firm shall have an adequate complement of suitably qualified existing and proposed personnel who possess good knowledge of: delivery management models; COG concepts and challenges; performance management and policy implementation; and results-based management (RBM) concepts principles and approaches. Knowledge of Caribbean countries' public management structures and processes would be a distinctive advantage.

7.03 Proven expertise in Delivery Management Models and RBM, as well as advising governments on the implementation of such models is crucial. The firm should be able to provide documentary evidence (example, reference letter from the clients stating scope of services and deliverables) of its involvement in such projects during the last three years or more, and that it is qualified to perform the required service (brochures, description of similar assignments, experience in similar conditions, and the availability of appropriate skills among staff, etc.).

7.04 In addition, the chosen firm should:

- (a) Display cultural, gender, religion, race, nationality and age sensitivity and adaptability.
- (b) Have effective organisational and problem-solving skills, and the ability to manage a large volume of work in an efficient and timely manner.
- (c) Have the ability to establish priorities and to plan, coordinate and monitor (own) work.
- (d) Have the ability to operate effectively across organisational boundaries and establish and maintain effective partnerships and harmonious working relations with sensitivity.

## **8. DURATION**

8.01 The Consultant shall be engaged for a period of 24 months with the assignment starting in October 2022.

**PROVISIONAL IMPLEMENTATION PLAN**

Outputs/Major Activities	2022	2023				2024			
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Component 1: Planning for Delivery</b>									
1.1 Delivery Plans Completed across priority areas									
<b>Component 2: Implementation</b>									
2.1 Routine frameworks developed									
2.2 Monthly Reports for Priorities									
2.3 Quarterly PM stocktakes									
2.4 Likelihood of delivery assessment									
<b>Component 3: Team Building</b>									
3.1 Recruitment Support									
3.2 Training Plan developed									
3.2 Trainings implemented									

**BUDGET**

<b>Item</b>	<b>CDB</b>	<b>GOCB</b>	<b>Total</b>
1. <u>Capacity Building and Institutional Strengthening</u>			
Professional Fees	1,839,500	-	1,839,500
2. <u>Project Management</u>			
Professional Fees	-	200,000	200,000
Administrative Costs (Office Rental, etc.)	-	145,000	145,000
<b>Total Base Cost</b>	<b>1,839,500</b>	<b>345,000</b>	<b>2,184,500</b>
<b>Price Contingency</b>	<b>40,000</b>	<b>35,000</b>	<b>75,000</b>
<b>Transfer Charges</b>	<b>500</b>	<b>0</b>	<b>500</b>
<b>Total Project Costs</b>	<b>1,880,000</b>	<b>380,000</b>	<b>2,260,000</b>
<b>(%)</b>	<b>83</b>	<b>17</b>	<b>100</b>

**PROCUREMENT PLAN**

**I. General**

**1. Project Information:**

Country: The Bahamas

Borrower: Government of The Bahamas (GOCB)

Project Name: Consultancy Services to the Prime Minister’s Delivery Unit to Support Institutional Strengthening

Project Implementing Agency: Prime Minister’s Delivery Unit

**2. Bank’s Approval Date of the Procurement Plan:** August 2022

**3. Period Covered by This Procurement Plan:** August 2022 – December 2024

**II. Goods and Works and Non-Consulting Services**

N/A

**III. Consulting Services**

**1. Prior Review Threshold:** Procurement decision subject to prior review by the Bank as stated in CDB’s Procurement Procedures for Projects Financed by CDB (January 2021):

	<b>Selection Method</b>	<b>Prior Review Threshold</b>	<b>Comments</b>
1.	Firm: Direct Selection	All	

**2. Short list comprising entirely of national consultants:** N/A

**3. Reference to (if any) Project Operational/Procurement Manual:** CDB’s Procurement Policy for Projects Financed by CDB (November 2019); and CDB’s Procurement Procedures for Projects Financed by CDB (January 2021).

**4. Any Other Special Procurement Arrangements:** A direct selection procurement process shall be utilised, in accordance with Section 8.22 (b & e) of the January 2021, Procedures.

**5. Procurement Packages with Selection Methods and Time Schedule**

1	2	3	4	5	6	7
Ref No.	Assignment (Description)	Estimated Cost (\$)	Selection Method	Review by Bank (Prior/Post)	Expected Proposal Submission Date	Comments
1.	Consultancy Services to the Prime Minister's Delivery Unit to Support Institutional Strengthening	1,880,000	DS	Prior	September 2022	

**III. Implementing Agency Capacity Building Activities with Time Schedule**

No.	Expected Outcome/ Activity Description	Estimated Cost	Start Date	Comments
1	CDB's PPAM	Nil	Completed	NA
2	Project Cycle Management	Nil	Completed	NA
3	Procurement e-learning module	Nil	September 2022	Officers of GOCB are scheduled to undertake the training in Introduction to Procurement on CDB-Financed Projects and on the Consultancy Services modules when it becomes available to Borrowing Member Countries.