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CARIBBEAN DEVELOPMENT BANK



EVALUATION REPORT

**THE CARIBBEAN DEVELOPMENT BANK'S WORK
IN THE WATER SECTOR
WITH MANAGEMENT RESPONSE (APPENDIX 1)**

FINAL REPORT

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**OFFICE OF INDEPENDENT EVALUATION
AUGUST 2024**

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CARIBBEAN DEVELOPMENT BANK



**Evaluation of the Caribbean Development Bank's Work in the
Water Sector**

Final Report

AUGUST 1, 2024

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Acronyms

AIC	Agro-Investment Commission
AG	Agricultural Water Resources
BMCs	Borrowing Member Countries
BNTF	Basic Needs Trust Fund
CC	Climate Change
CDB	Caribbean Development Bank
CWWA	Caribbean Water and Wastewater Association
EIP	Evaluation Implementation Plan
ESIA	Environmental and Social Impact Assessment
EQ	Evaluation question
ET	Education and training in water supply and sanitation
EVT	Evaluation Team
FGD	Focus Group Discussion
HQ	Headquarter
HR	Human Resources
IDB	Inter-American Development Bank
INF	Infrastructure
INT	Institutional
IWRM	Integrated Water Resources Development
GoJ	Government of Jamaica
m3 x '000	Thousands of cubic metres
NGO	Non-governmental organization
NURC	National Utilities Regulatory Commission
OECD DAC	Organization for Economic Cooperation and Development - Development Assistance Committee
OIE	Office of Independent Evaluation (CDB)
PSR	Project Supervision Report
RSAP	Regional Strategic Action Plan for the Water Sector in the Caribbean
RWSL	Rural Water Supply Limited
SAN	Sanitation
SCCAD	St. Catherine And Clarendon Agricultural Development Project
SDGs	Sustainable Development Goals
SPAD	Southern Plains Agricultural Development Project
SWM	Solid Waste Management and Disposal
TA	Technical Assistance
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WM&D	Waste Management and Disposal
WHO	World Health Organisation
WS	Water Supply

Executive Summary

Evaluation Objectives and Scope

This independent evaluation provides an assessment of the Bank’s work in the water (including wastewater) sector over the six-year period (2017 to 2023). The evaluation focuses on four focal areas: a) Water supply (WS); b) Sanitation¹ (SAN); c) Education and training in water supply and sanitation (ET); and d) Agricultural Water Resources (AG).² It reviews operational management processes, coordination within the Bank, and the beneficiaries' perspectives to identify challenges, best practices, and the value of projects. The evaluation's findings aim to offer insights to inform the Bank's management and Board of Directors about future interventions and the renewal of the Water Sector Policy and Strategy. These findings are also relevant to external stakeholders, including national governments, water sector agencies, and community-based organisations.

Approach and Methodology

The evaluation, structured in three phases (Inception, Data collection and Synthesis phases) and implemented between March and August 2024, uses a mixed-methods approach that included:

- *A desk review* of documents related to the portfolio of CDB projects (Appraisal Reports, project progress reports and Bank sector strategy reports), sources from national and regional stakeholders, and relevant websites;
- *Key Informant Interviews*: Fifty-two (52) semi-structured interviews with CDB senior management and staff, national stakeholders in BMCs of the short-listed projects, and regional agencies³;
- *A Focus Group discussion* was held with farmers (end beneficiaries) in Jamaica;
- *Unstructured interviews* were conducted with rural householders as part of a walk-through of project sites (Jamaica).

As a result of the portfolio analysis and application of specific selection criteria, nine (9) projects were chosen as Case Studies, i.e., a representative sample for more detailed analysis:

- *Dominica Water Sector Strategic Development Project – Dominica, Sewerage/ Sanitation (SAN)*;
- *Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs – Dominica, Sewerage/ Sanitation (SAN)*;
- *Rural Water Supply Project – Jamaica, Water Supply (WS)*
- *Preparation of Detailed Designs for a Rural Water Supply Project – Jamaica, Water Supply (WS)*;
- *Basic Needs Trust Fund (BNTF)- Nappi Water Supply System – Guyana, Water Supply (WS)*;
- *BNTF- WASH Training – Guyana, Education and training (ET)*;
- *Institutional Capacity Building Within The National Utilities Regulatory Commission - Saint Lucia, Education and training (ET)*;
- *Southern Plains Agricultural Development Project – Jamaica, Agricultural Water Resources (AG)*;
- *Feasibility And Design Study - St. Catherine And Clarendon Agricultural Development Project- Jamaica, Agricultural Water Resources (AG)*.

¹ Sanitation in this case relates to the collection, treatment and disposal of wastewater and does not include solid waste management.

² These categories are currently used by CDB to categorise interventions in the water sector.

³ Interviews were a mixture of face-to-face, online Microsoft Teams interviews, and telephone interviews.

Field visits were undertaken to assess the selected sample of nine projects across four Borrowing Member Countries (BMCs), namely Saint Lucia, Dominica, Guyana and Jamaica.

Findings

EQ1: How adequate are CDB's focus areas in the water and sanitation sector to support overall sector development in BMCs? (Relevance)

The relevance of the Bank's assistance to sector development of the BMCs is addressed through its capital and Technical Assistance (TA) projects which respond directly to the BMCs' requests in a range of technical as well as non-technical areas including infrastructure, goods, capacity building and institutional strengthening, addressing themes such as policy and strategy development, disaster risk management, climate resilience, gender, and energy efficiency. This broad range of support across the policy level and the project level ensures the Bank's support is relevant and well aligned with BMC needs.

The Bank's regional projects and initiatives further aid collaboration and sharing of information and promotes collective approaches to shared challenges. The Bank's collaborations with its regional partners seeks to avoid overlap and achieve synergies where possible, since BMCs share many of the same sector challenges.

Where the Bank's support to the water and sanitation sector could be further strengthened is in the areas of (i) data, statistics, and knowledge management and (ii) sanitation. These areas are not well represented in the portfolio of projects.

EQ2: To what extent do the Bank's identification, design, approval mechanisms, and human resources contribute to ensuring efficient implementation of water interventions? (Efficiency)

The Bank's contribution to the project design and approval processes is assessed as significant, with project's addressing BMC priority needs and capacity gaps and limits. The skills and capacity constraints in many BMCs means that the Bank more often is required to take on a greater responsibility for project preparation.

The Bank has made some efficiency gains, reducing average time from appraisal to disbursement. However slow decision-making by the Bank is one of the more common responses from stakeholders when discussing project implementation challenges. This is often exacerbated by insufficient capacity in BMCs.

Delays and cost overruns are common for large infrastructure projects globally, not just for CDB-funded projects. Allowing more leeway for project complexities and challenges, as well as improving preliminary assessments and client communication, could help mitigate these issues.

The CDB's stringent tender requirements, which mandate that bidders submit full qualification information to establish their eligibility, have made it challenging for local consultants and contractors in Dominica to participate in the procurement process. This has resulted in a lack of local representation and expertise being incorporated into the project design and implementation. While the CDB's procurement procedures aim to ensure economy, efficiency, and fairness in the use of funds, they may not always align with the unique circumstances and needs of individual countries. In some cases, this could lead to missed opportunities for more cost-effective and locally-informed project solutions that better address the specific challenges faced by communities in Dominica.

Overall, the CDB's water and related sector work remains crucial for development in the Caribbean, but continued efforts to enhance efficiency, capacity building, and client engagement will be important to maximize impact.

EQ3: What is the level of coordination on water projects within the Bank's units? (Efficiency)

CDB staff recognize the critical role of effective coordination in enhancing project performance, although certain areas, such as interactions with the legal department, require improvement. While the Bank's internal coordination system is generally effective, it can be disrupted by employee absences and the lack of replacement protocols. Additionally, there is often inconsistency in approaches due to the absence of sector-specific guidance, which relies heavily on the professional experience of assigned officers and their ability to research past projects. To mitigate these challenges, the Bank is taking steps to standardize processes and capture institutional knowledge, thereby strengthening coordination and improving overall project outcomes.

EQ4: To what extent have CDB's investments in the sector contributed to realizing the Bank's priority outcomes? What are the lessons, challenges, and opportunities that CDB needs to embrace/address to improve its contribution to the achievement of regional water and sanitation sector development? (Effectiveness)

A summary of the current status of the Case Study projects is given in the Table below. Of the nine projects, two are completed, one has a delayed commencement, and the remainder are at varying stages of completion.

Table I: Status of Projects subject of Field Visits

Country	Project	Duration and End Date	Status
Dominica	Dominica Water Sector Strategic Development Project	2 years 31/3/2024	Not completed, due to significant delays during project design
Dominica	Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs	2.3 years 30/9/2021	Not completed, due to significant delays during project design
Jamaica	Preparation of Detailed Designs for a Rural Water Supply Project	2.5 years 31/10/2022	Not completed. Subject to legal/contractual resolution
Jamaica	Rural Water Supply Project	3.25 years 30/9/2024	Delays with TA. Re-scheduled start for March 2025 start
Guyana	BNTF - Nappi Water Supply System	1 Year Feb 2024	Under implementation - major civil works still to be completed
Guyana	BNTF - WASH Training	0.5 years April 2024	Ongoing implementation
Saint Lucia	Institutional Capacity Building within the National Utilities Regulatory Commission -	21 months 30/9/2021	Completed
Jamaica	Southern Plains Agricultural Development Project (SPAD)	4.25 years 30/6/2023	Delayed but on track for completion
Jamaica	Feasibility And Design Study - St. Catherine And Clarendon Agricultural Development Project (SCCAD)	3.5 years 31/12/2021	Completed

Overall, the Case Study projects show mixed results as it relates to effectiveness. Project progress and outcomes have been impacted by delays. In some cases, e.g. the Jamaica Agricultural Development Project the delays have had a minor effect on the sub-projects which are on track to achieving their outcomes. In the case of the Jamaica Rural Water Supply Project the delays have been more significant and resulted in additional costs and a scaling down of the project outputs and targets, reducing overall effectiveness.

Regional Projects were generally effective and can be leveraged across many BMCs. They contribute in many ways to build skills and promote collaboration and dialogue across the Region. The Bank is highly regarded by its regional peers for its regional role.

A summation of the effectiveness of the Bank's water and sanitation sector projects in the region indicates that while some initiatives have successfully progressed towards their objectives, others have faced significant challenges. Box 1 below 'What worked and Areas for Improvement ' highlights the key factors that contributed to project success or hindered progress, providing valuable insights for future improvements in the Bank's approach to regional water and sanitation sector development.

Box 1 - What worked Well and Areas for Improvement

What Worked Well

- Building relationships with BMCs.
- CDB support to BMCs, effective collaboration and commitment, providing leadership, technical support where needed to plug capacity gaps in BMCs, helping to resolve issues.
- Leadership on regional interventions and activities (e.g. strategies, building regional networks, policy, etc.).
- Reinforcing messages and practices cross-cutting issues.
- Supporting energy efficiency, innovation.
- Providing technical assistance to BMCs where required, through grants.
- Provision of loans for major capital projects.
- Programs that promote regional collaboration.
- Active project support during project implementation (e.g. problem solving, resolving contractual issues, etc.).
- Improved access to officers using email and WhatsApp for informal feedback.
- Sensitising recipients of loans and grants about the importance of assessments regarding the cross-cutting issues such as gender, the environment, institutional, etc.

Areas for Improvement

- CDB decision-making often slow and its internal consultation can be cumbersome and perceived by BMCs as lacking in transparency.
- Project preparation and design needs to be more thorough.
- The Bank's bidding requirements deter local firms who do not meet the cash-flow threshold.
- Lack of data, data collection, performance monitoring and reporting can be improved.
- Minor focus on sanitation.
- Water utilities financial situation (negative earnings). Need for greater focus on tariff setting, and sustainability of utilities.
- Project sustainability receives limited consideration at Bank Appraisal.

***EQ5:** To what degree has the Bank effectively supported BMCs in ensuring the long-term sustainability of sector projects by actively engaging relevant stakeholders, cultivating a sense of ownership among beneficiaries, and forging partnerships with key stakeholders (such as local authorities, civil society organizations, the private sector, and donors) that can support the beyond the project implementation? (Sustainability)*

The results from field visits and desk studies indicate that sustainability is a concern for the rural water sector in Jamaica, as well as in other Caribbean countries. For the urban water sector as a whole, many utilities run a negative cash flow which is likely to impact their ability to maintain levels of service in the medium to longer term. This suggests tariffs are too low to fund sustainable levels of operation and maintenance.

Institutional change (Institutional Capacity Building within the National Utilities Regulatory Commission - Saint Lucia) has not been achieved due to high staff turnover, gaps in expertise, and policy environment, and lack in confidence in National Utilities Regulatory Commission (NURC) to regulate the water and energy markets. This has resulted also in limited buy-in/ ownership by the relevant institutions.

In Jamaica, the St. Catherine and Clarendon Agricultural Development Project (SCCAD) project is completed and its outputs informed the Southern Plains Agricultural Development Project (SPAD) project. The community engagement strategy has contributed significantly to getting the buy-in of persons in the community. It is a multi-pronged strategy which supports the beneficiaries with capacity building, land ownership and training to address issues related to gender and family life. There is a greater chance of sustaining the project gains.

The urban water sector in many BMCs is subsidized, which can significantly impact the sustainability of water initiatives. In contrast to countries that adopt a tariff based on cost recovery principles, subsidization can lead to different strategic requirements for ensuring long-term sustainability.

Additional Findings of specific importance

✓ Lack of Data

It is notable that the Joint Monitoring Programme for Water Supply, Sanitation and Hygiene⁴ generally considered to be the foremost global survey of its kind, shows a significant lack of data for the Caribbean Region. This highlights the challenges faced in data collection and reporting in the Region.

When the Inter-American Development Bank (IDB) requested performance data from all water utility organizations for a report on Caribbean water utilities, the study noted that "the information provided by the utilities varied widely. In general, those utilities that provided more and better data performed better." This suggests that data reporting challenges also exist at the urban/utility level. It is assessed that overall, data collection and reporting in the region is weak⁵, and reflects negatively on the intrinsic value given to data and information, and its potential use as a management tool, for planning purposes, for identifying an organisation's strengths and weaknesses, and as a driver for improvement.

✓ Reduced Focus on Sanitation/Wastewater

⁴ WHO/UNICEF Joint Monitoring Programme for Water Supply, Sanitation and Hygiene. WHO & UNICEF 2021.

⁵ This view was confirmed in discussions with regional partners CWWA and IDB.

Limited attention has been paid to sewerage and sanitation: Among 47 projects, only two are dedicated to wastewater, and three others incorporate some sewerage or sanitation activities. Data on sanitation remains scarce.

Although "sanitation" is frequently mentioned alongside "water" in service descriptions, strategies, and reports, there is often a lack of detailed focus on sanitation issues. This oversight is apparent in key documents, such as the Regional Strategic Action Plan (RSAP) for the Water Sector, which only briefly mentions sanitation and its connection to climate change.

Overarching EQ: *To what extent have the CDBs projects in the Water Sector contributed to improving the lives of citizens in BMCs?*

The Water Sector Strategic Project in Dominica is on track to improve the efficiency and climate resilience of the water supply and distribution infrastructure, expand the climate resilience and treatment performance of wastewater systems, and enhance the operational capacity of the national water utility. This will contribute to provide more reliable and climate-resilient access to clean water and will directly benefit 20,924 households⁶. The Sixth Water (Vieux Fort Water Supply Redevelopment) Project in Saint Lucia is also on track to improve the water supply and wastewater infrastructure, benefiting an additional 3,000 to 4,000 households in Vieux Fort⁷.

The Rural Water (Capital Works) Project in Jamaica although well targeted has been beset by delays and contractual issues that have hindered progress resulting in increased costs and consequent reduction in scope. The project is intended to improve water service to seven rural and peri-urban communities in Jamaica, with a combined population of approximately 180,000 persons. The revised scope and redesign of the project will mean it will make a contribution to the improved water availability of the beneficiaries but at a much-reduced scope compared to the initial targets.

The Bank's support has improved water availability for citizens of the BMCs and assisted in building local capacity and skills where needed, but the governments and key institutions in the BMCs must also play their role in maintaining the service levels for the benefit of their citizens.

The Bank's support to the Agriculture Sector is well aligned with national priorities and highly relevant as it supports communities and farmers to prepare for the effects of climate change, and improve farming practices in the transition from traditional crops like sugar cane and bananas to more viable cash crops (vegetables). By working closely with governments and communities, the Bank aims to enhance food security, increase incomes, and build a more resilient and productive agricultural sector. The Jamaica Agricultural Development projects are well on track to achieving targets and outcomes.

The Bank has also supported capacity building initiatives that build skills, contribute to regional policy and strategy needs, promote collaboration and dialogue, and provide specialist targeted assistance where needed. The Bank collaborates effectively with its regional partners to exploit synergies where possible and avoid overlap and optimise outcomes. The Bank provides an essential leadership role to the sector which gives them a voice and influence beyond their region.

⁶ IE approximately 78% of the total population of Dominica

⁷ Sixth Water (Vieux Fort Water Supply Redevelopment) Project, St Lucia. Project Supervision Report 31/12/2023

The Bank also champions cross cutting themes which are integral to project appraisal and design (e.g. issues such as environmental and social assessments, climate change, disaster preparedness, energy etc).

Overall, the CDB's water and sanitation projects have made tangible improvements to water access, quality, and management across the Caribbean, directly benefiting the lives of citizens in its member countries.

Recommendations

To improve the performance of water sector projects, the following six recommendations are proposed:

Enhance Regional Data Collection and Benchmarking:

- **Objective:** Improve the quality and consistency of data collection and reporting in the water sector to support better planning and performance assessment.
- **Suggestions for Implementation:**
 - **Strengthen Data Reporting Systems:** Support Caribbean countries in enhancing their data submission to global monitoring programs like the WHO/UNICEF Joint Monitoring Programme, and facilitate national and household-level surveys.
 - **Implement Benchmarking and Performance Monitoring:** Develop standardized performance indicators for water utilities and establish a regional benchmarking program to foster transparency and drive performance improvements.
 - **Promote Knowledge Exchange:** Form partnerships with external agencies to exchange best practices and improve data collection and reporting.

Prioritize and Invest in Sanitation and Wastewater Management:

- **Objective:** Address the significant gap between water supply and sanitation services through increased investment and focus on sanitation and wastewater management.
- **Suggestions for Implementation:**
 - **Enhance Investment in Sanitation Projects:** Allocate more resources to sanitation and wastewater projects, integrating them into overall project planning.
 - **Improve Data and Understanding:** Conduct detailed household surveys and address existing data gaps to inform investments and interventions.
 - **Strengthen National and Regional Coordination:** Collaborate with national governments and regional bodies to enhance focus on sanitation and promote knowledge sharing.

Enhance Timeliness of CDB Responses:

- **Objective:** Increase the efficiency of project implementation by addressing delays in Bank processes and decision-making.
- **Suggestions for Implementation:**
 - **Streamline Communication and Guidance:** Provide clear guidance on appraisal timelines and response limits, and expedite approvals.
 - **Address Internal Process Issues:** Implement measures to cover staff absences and review tender requirements to facilitate local bidding.
 - **Strengthen Regional Coordination:** Enhance support for regional activities and collaborations, and set realistic project timelines based on BMCs' readiness.

Strengthen the Sustainability of Water Utilities:

- **Objective:** Ensure the long-term sustainability of water utilities by addressing financial and operational challenges.
- **Suggestions for Implementation:**
 - **Focus on Sustainability at Appraisal and Design:** Utilize tools and expertise from Economics and Legal Departments to address sustainability challenges.
 - **Improve Financial Management:** Enhance utility financial management through appropriate tariff setting, capacity-building measures, and performance monitoring.
 - **Set Sustainable Tariffs:** Ensure tariffs are set at levels that allow utilities to achieve positive EBITA, making commitment to sustainable tariffs a precondition for Bank loans.

Improve Project Preparation by BMCs:

- **Objective:** Address delays in project preparation caused by limited capacity and procedural differences within BMCs.
- **Suggestions for Implementation:**
 - **Improve Project Scoping and Design:** Ensure thorough and detailed scoping and preliminary designs to avoid costly changes and delays.
 - **Encourage Local Expertise:** Involve local consulting and contracting firms to leverage their understanding of the local environment.
 - **Allow Sufficient Project Timelines:** Allocate adequate time for comprehensive project preparation to address all potential issues effectively.

Streamline Environmental and Social Impact Assessments (ESIA):

- **Objective:** Simplify ESIA processes, especially for small-scale rural projects, to reduce reporting burdens and enhance project implementation.
- **Suggestions for Implementation:**
 - **Develop a Tailored ESIA Format:** Create a more flexible and appropriate ESIA format for rural projects, minimizing excessive reporting requirements and improving the efficiency of the assessment process.

1 Introduction

This evaluation report focuses on the Caribbean Development Bank's work in the water sector over the six-year period (2017 to 2023). The evaluation was conducted from March to August 2024. This report is the result of an extensive and multi-country data collection, and the relevant data analysis and triangulation processes.

The report starts briefly describing the context and background to the evaluation, goes on detailing the objectives and scope of the evaluation, the evaluation framework and the applied methodology (with a specific attention to the portfolio analysis and relevant results determining the selection of case studies and countries to be visited), as well as the limitations encountered. A specific section is devoted to the reconstruction and analysis of the Theory of Change behind the Bank's work in the water sector. Findings for the main evaluation questions, corresponding to the applied evaluation criteria, are then described. Concluding remarks, which reply to the evaluation overarching question, as provided by the Terms of Reference (TOR), are derived from the evaluation findings. A section with the proposed recommendations closes the main text, which is followed by a series of annexes, including the full case studies analysis.

1.1 Sector Background and Context

Water is crucial to the social and economic development of the Borrowing Member Countries (BMCs) of the Caribbean Development Bank (CDB). The provision of and equitable access to sustainable water and sanitation services are critical for resilient societies and a common requirement for most of the Sustainable Development Goals (SDGs) and targets of the 2030 Agenda.

Despite some progress in access to basic water services, BMCs still face many challenges associated with weak climate-adapted water resources management instruments, ineffective water governance, inequitable, unreliable service delivery, poor data monitoring and information management, and the low profitability and financial capacity of the service providers.

Access to water and sanitation for the urban and rural poor presents different challenges for governments and organizations involved in providing these services. For the most part, improvements in urban water supply infrastructure within the BMCs will seek to address capacity upgrades, efficiency and reliability. Rural water supply improvements will be focused mainly on improved access and reliability. The development of technical capacity is an overarching requirement but does require disaggregation between institutional and community-based capacity building⁸.

The Caribbean is also one of the most vulnerable regions in the world to natural hazards. Climate change (CC) considerations are likely to exacerbate these challenges: affecting the hydrological cycle, availability of freshwater from surface and groundwater sources, and causing damage to water infrastructure in the BMCs. While economically, the agriculture and tourism sectors are two of the major economic drivers that are significant consumers of water in BMCs.

In the BMCs, wastewater is poorly managed and underinvested - which contributes to unchecked pollution of water resources, including marine water, resulting in the deterioration of the ecosystems. The lack of effective

⁸ Water and Sanitation Sector Policy Options Report 2023 - 2028, CDB 2022

management, inadequate or malfunctioning sewage treatment facilities, and disposal of untreated sewage plague the wastewater sector throughout the region.⁹

The World Bank and the Global Facility for Disaster Reduction and Recovery (2021)¹⁰ have identified the following as some of the major challenges in managing water resources in the Caribbean:

1. Limited land and water resources;
2. Vulnerability to climate change;
3. Fragile economies and limited financial and human resources to invest in water infrastructure;
4. Inadequate infrastructure and aging systems resulting in high water losses, inefficiencies, and unreliable water supply and sanitation services;
5. Poor land management practices, including deforestation, urbanization, and improper agricultural practices;
6. Inadequate national coordination, limited capacity for planning and policy implementation, and lack of transparency;
7. Increasing demand and population growth: the growing population, combined with tourism and economic development, puts additional pressure on water resources in the Caribbean.

To address these challenges, CDB is actively engaged in expanding and enhancing safe water and sanitation for communities across the Caribbean through its substantial investments in water and sanitation infrastructure and institutional capacity building across the region. It is currently actively engaged in projects in various BMCs, including Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, St. Kitts and Nevis, St. Lucia and Suriname.

CDB's focus areas in the Water and Sanitation Sector are: i) Water supply; ii) Sanitation; iii) Education and training in water supply and sanitation¹¹. CDB has defined Agricultural Water Resources as a focus area of the Agriculture Sector to complement the water-related investments. These four focus areas provide the context for the evaluation¹².

The Bank's vision, as outlined in its 'Water and Sanitation Sector Policy Options Report 2023 – 2028', is *"for an equitable, sustainable, resilient and inclusive water and wastewater sector based on the integrated and holistic management of water resources and wastewater to ensure water security, support socio-economic development, and protection of the environment in the BMCs and stronger regional co-operation"*¹³.

⁹ Evaluation's ToR, page 4; Wastewater Management in the Caribbean: A Jamaican Case Study, The Global Water Partnership-Caribbean (GWP-C), August 2023

¹⁰ Taken from the CDB's Terms of Reference for this evaluation, pg 3.

¹¹ The Organisation of Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) reporting uses a list of Common Reporting Standard (CRS) purpose codes and voluntary budget identifier codes, as found here [DAC and CRS code lists - OECD](#). The four categories outlined for the scope of this evaluation are either taken or adapted from the two DAC sector classifications of Water and Sanitation; and Agriculture, Forestry, and Fishing.

¹² The Terms of Reference also include Waste Management as a focus area. However, under the future strategy of the Bank waste management will not be considered part of the overall water sector going forward. For this reason, the evaluation scope was modified and waste management projects were excluded from further consideration.

¹³ Water and Sanitation Sector Policy Options Report (2023-2028), 2022 CDB.

2 Evaluation Objectives and Scope

The evaluation aimed to assess the Bank's engagement in the water and sanitation sector over the last six years (2017-2023). The geographical scope of the evaluation corresponds to the Bank's BMCs. The evaluation had an internal focus on the Bank's operational management processes with relation to its water sector mandate, as well as an outward focus on the direct beneficiaries of the Bank's programs.

It is intended that the lessons learned and recommendations from this evaluation will inform the Bank's Board of Directors, Senior Management and operations staff and guide the improvement of the Bank's future water-related interventions. In addition, the results of the evaluation are intended to have wider relevance, namely to external stakeholders such as national governments and water sector agencies, as well as community-based organisations – who will provide an important, and alternative, perspective on the Bank's outcomes and progress against targets.

The evaluation has carried out a review of the Bank's water sector portfolio of projects implemented over the six-year time period (2017 to 2023) and then has selected for more detailed analysis a representative sample of 9 projects (i.e. case studies) across the four focus areas of the Bank's sector engagement.¹⁴ In this way, the analysis of a representative sample of projects across the sectoral focus areas has provided a detailed understanding of the whole engagement of the Bank in the sector.

The evaluation comprises three key facets:

1. Review of the **operational management processes** of the water sector projects funded by the Bank. This has involved identifying challenges and limitations that may impede effective project management while highlighting strengths and best practices that enhance the capacity for successful project execution;
2. Review of the **level of coordination** among different units within the Bank and how this either facilitates or hinders the achievement of the Bank's objectives within the water sector;
3. Assess the value of the projects from the **beneficiaries' perspective** in order to ensure that the priorities and concerns of those directly benefiting from the projects are acknowledged and to gain insights into beneficiaries' experiences and perspectives.

3 Evaluation Questions

The evaluation was guided by specific questions contained in the Terms of Reference (ToR) (Annex vii). These evaluation questions (EQs) include:

To what extent have the CDBs projects in the Water Sector contributed to improving the lives of citizens in BMCs?

Overarching question

*EQ1. How adequate are CDB's focus areas in the water and sanitation sector to support overall sector development in BMCs? **Relevance***

¹⁴ Namely: (i) Water supply; (ii) Sanitation; (iii) Education and training in water supply and sanitation; and (iv) Agricultural Water Resources.

*EQ2. To what extent do the Bank's identification, design, approval mechanisms, and human resources contribute to ensuring efficient implementation of water interventions? **Efficiency***

*EQ3. What is the level of coordination on water projects within the Bank's units? **Efficiency***

*EQ4. To what extent have CDB's investments in the sector contributed to realizing the Bank's priority outcomes? What are the lessons, challenges, and opportunities that CDB needs to embrace/address to improve its contribution to the achievement of regional water and sanitation sector development? **Effectiveness***

*EQ5. To what degree has the Bank effectively supported BMCs in ensuring the long-term sustainability of sector projects by actively engaging relevant stakeholders, cultivating a sense of ownership among beneficiaries, and forging partnerships with key stakeholders (such as local authorities, civil society organizations, the private sector, and donors) that can support the beyond the project implementation? **Sustainability***

Based on the above core questions from the ToR, the evaluation derived further sub-questions in order to further elaborate the information needs. The complete list of evaluation questions and sub-questions can be found in the Evaluation Matrix (Annex i).

4 Approach and Methodology

Starting from an extensive desk review and the reconstruction of the Theory of Change (ToC) behind the Bank's strategy and work in the water sector (see Section 5), the Evaluation Team (EVT) collected primarily qualitative data from a broad range of stakeholders and beneficiaries to ensure a broad range of views from different stakeholders were taken into account and to ensure impartiality of the evaluation process as well as accuracy and completeness of the subsequent conclusions and recommendations. Data was collected using the following methods:

- A desk review of documents related to portfolio of CDB projects (Appraisal Reports, project progress reports and Bank sector strategy reports), sources from regional stakeholders such as Inter-American Development Bank (IDB), Caribbean Water and Wastewater Association (CWWA), United Nations (UN) agencies, as well as national stakeholder reports (national water sector agencies);
- Fifty-three semi-structured (53) interviews with CDB senior management and program level staff, national stakeholders in BMCs of the short-listed nine (9) projects that were subject to field visits, regional agencies. Interviews were a mixture of face-to-face, online Microsoft Teams interviews, and telephone interviews (Whatsapp);
- One Focus Group discussion, which was held with farmers (end beneficiaries) in Jamaica;
- Unstructured interviews were conducted with rural householders as part of a walk-through of project sites, to gain an understanding of current water supply conditions and expectations (Jamaica).

The evaluation was structured around three main phases:

1. **Inception Phase.** Tasks and activities during this phase included: data gathering from secondary sources (desk review), quick evaluability assessment, preparation of evaluation design, including overall approach, revision and validation of evaluation questions (EQs), definition of data collection strategy and evaluation tools, planning for fieldwork;
2. **Data collection Phase.** The data collection fieldwork phase allowed for data gathering from relevant stakeholders through interviews, focus group discussions and site inspections. Field visits were undertaken to assess a representative sample of nine projects across four BMCs;
3. **Synthesis Phase.** This phase allowed for the analysis of the information collected to provide evidence-based answers to the EQs, sound conclusions, and actionable recommendations, as included in this report.

4.1 Portfolio Analysis

The Bank's portfolio of projects comprised 47 projects (completed or in progress). The complete portfolio of projects is provided in Annex vi.

Projects are spread across the four focal areas¹⁵ of Water Supply; Sewerage and Sanitation; Education and Training in water supply and sanitation; and Agricultural Water Resources,¹⁶ as displayed in Figure 1 below, and with almost half of the projects focusing on two or more areas.¹⁷

Figure 1: Projects' focal areas

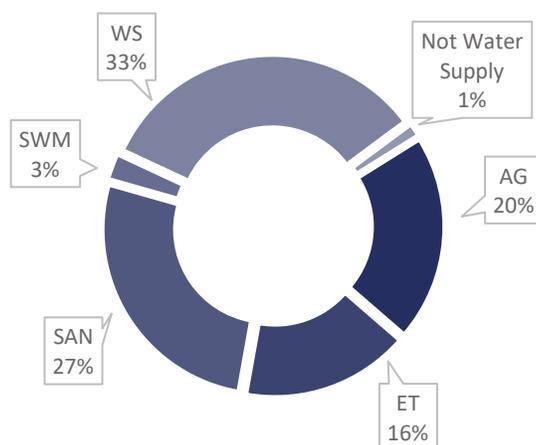


Figure 2 below shows the primary sector in which the projects operate. The most represented sector is that of Water and Sanitation, accounting for almost half of the projects (47%). The other most important sectors are

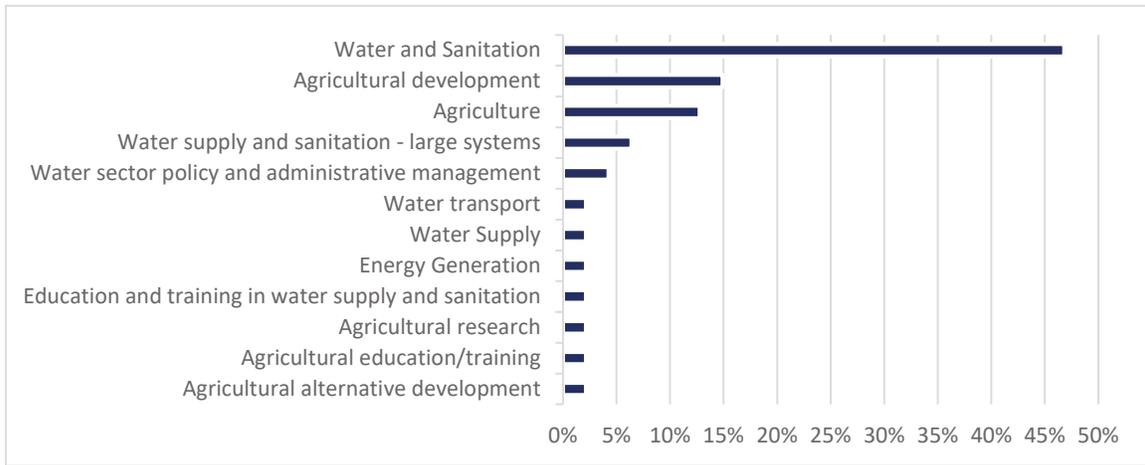
¹⁵ The portfolio of projects also includes Waste Management projects (3%), which was one of the key focal areas contained in the ToR for this evaluation. However, under the future strategy of the Bank waste management will not be considered part of the overall water sector going forward. For this reason, the evaluation scope was modified in accordance with OIE and waste management projects were not included in the final short list of projects for detailed assessment.

¹⁶ The portfolio also includes one project not belonging to the aforementioned categories, namely the Port Modernisation Project in St. Vincent And The Grenadines, which relates to the water transport sector.

¹⁷ In particular, 53% of projects focused on one area, 28% focused on two, 17% focused on three, and 2% (one project) focused on four areas.

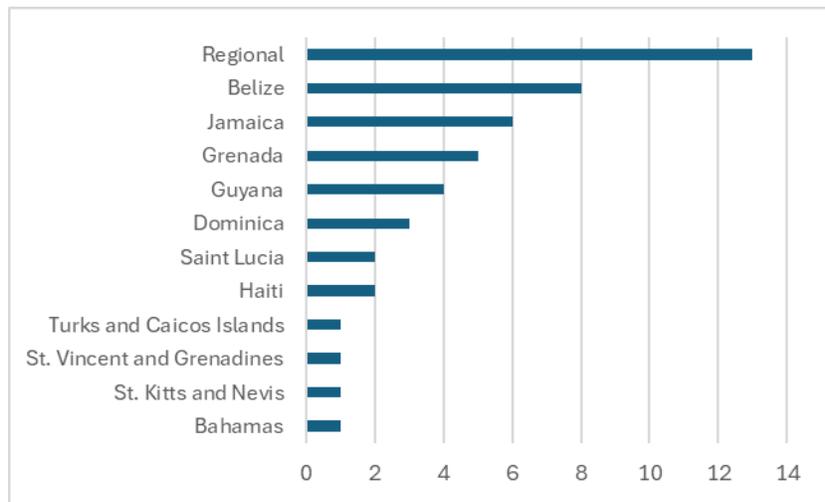
agricultural development (15%) and agriculture (13%), while each of the remaining sectors account for less than one tenth of total projects.

Figure 2: Sectors of implementation of the projects



Most projects provide Technical Assistance (60%), while the remaining part are Capital projects. As shown in Figure 3 below, almost one third of the projects are implemented at the regional level, while another significant portion are implemented in Belize (eight projects), Jamaica (six projects), and Grenada (five projects).

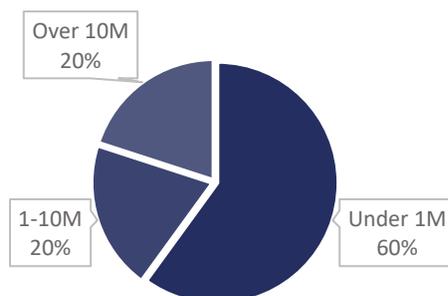
Figure 3: Distribution of projects across countries



The budget allocated to projects varies greatly, as displayed in Figure 4.¹⁸ Among projects financed with less than one million dollars, a large majority had a budget of less than 500,000 dollars. Conversely, projects with a budget of more than 10 million dollars were allocated between 10 and 80 million dollars.

¹⁸ Please note that information on the allocated budget was available for 45 out of 47 projects.

Figure 4: Budget assigned to projects



A preliminary, more in-depth analysis of the portfolio was undertaken to assess the main characteristics, objectives, and components of the Bank's initiatives in the water sector. The analysis formed the basis for the selection of the nine projects, across the four focal areas, which were analysed in-depth. The selected projects provided a representative sample of the total portfolio as the basis to assess the effectiveness and efficiency of projects financed by the CDB, and their overall contribution to the benefit of the intended recipients.

The following criteria were used to select the projects:

- Diversity and Spread: The aim was to select a minimum of two projects in each focal area that were representative of the diversity of projects (i.e. large capital projects as well as Technical Assistance projects), rural as well as urban, across the geographic spread of the Caribbean BMCs.
- Budget: Small budget projects (<\$100,000) were excluded;
- Scope: Projects with a limited scope (e.g. energy audits of buildings, single workshop or event support) were excluded;
- Level of project completion: projects recently completed or near to completion were mainly chosen;
- Focal areas: The projects needed to align within the Bank's areas of interest (i) Water supply; ii) Sanitation; iii) Education and training in the field of water supply and sanitation; and (iv) Agricultural Water Resources);
- Logistics: Travel and ease of access to project sites was a consideration.

Based on the analysis of the projects, subject to the above selection criteria, the following representative projects were selected as Case Studies for more detailed analysis:

Table 1: Selected Projects per Focus Area

Country	Focus Area	Project	CDB approved financing (USD \$m)	Duration and End Date
Dominica	SAN (Cap)	Dominica Water Sector Strategic Development Project	39.54	2 years 31/3/2024
Dominica	SAN (TA)	Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs	2.57	2.3 years 30/9/2021
Jamaica	WS (Cap)	Rural Water Supply Project	36.25	3.25 years 30/9/2024
Jamaica	WS (TA)	Preparation of Detailed Designs for a Rural Water Supply Project - Jamaica	0.97	2.5 years 31/10/2022
Guyana	WS	BNTF- Nappi Water Supply System	0.35	1 Year Feb 2024
Guyana	ET	BNTF- WASH Training	0.11	0.5 years April 2024
Saint Lucia	ET	Institutional Capacity Building Within The National Utilities Regulatory Commission - Saint Lucia	0.21	21 months 30/9/2021
Jamaica	AG (Cap)	Southern Plains Agricultural Development Project (UKCIF)	21.9	4.25 years 30/6/2023
Jamaica	AG (TA)	Feasibility And Design Study - St. Catherine And Clarendon Agricultural Development Project	1.18	3.5 years 31/12/2021

Source: Elaboration of the Evaluation team based on “Water Sector Evaluation _project list integrated – Adjusted”

4.2 Limitations

The final selection of shortlisted projects and countries for site visits was a rather iterative process with inputs and suggestions provided by the Bank. The Bank's suggestions were not binding on the EVT (i.e. selection bias) and were made to better inform the Team on project status/progress, and national contexts. The selection was also made with considerations of travel logistics, and accessibility to end users of varying and diverse social groups. The EVT is confident that the final selection of projects forms a representative sample of the Bank's work across its focus areas.

The availability of specific Project Supervision Reports (PSRs) and Project Completion Reports (PCRs) was limited.¹⁹ This impacted the team's preparation for the inception phase of the investigation but was subsequently addressed during the field interviews which provided information on project progress.

Additionally, while many of the interviewees were recommended or proposed by the Bank, the EVT was able to informally seek out and interview stakeholders and customers during the country visits, eliminating or at least reducing potential selection bias²⁰.

The EVT created conditions that ensured interviewees were able to give their opinions freely, stressing the independent nature of the evaluation and its potential for learning. Since the vast majority of the Bank's financing is provided through loans, its stakeholders are both beneficiaries and borrowers. They have a strong sense of ownership of the projects, as they are ultimately funding the projects directly. Stakeholders with a long-term knowledge and relationship with the Bank felt very open and confident in expressing views that they hoped would lead to strengthened outcomes for future projects.

The focus group with farmers took place in the Irrigation Department²¹ meeting room facility with farmers and EVT members only present. The EVT members clarified their independent role and the purpose of the discussions. In addition to being end beneficiaries, farmers were also seen as investors in the project, as they held land occupancy rights and contributed in various ways, such as providing time, resources, and other in-kind support. They felt a strong sense of ownership and were aware of their significant contributions to the project. As stakeholders and investors, they freely shared their viewpoints, driven by a desire to improve the project. The EVT believed that their opinions were uninhibited and unbiased.

Although the fieldwork phase was of limited duration, it enabled the EVT to engage with the key stakeholders covering a sufficient diversity of opinions. The few cases where in-person interviews were not achievable during the field mission, these were followed up via online methods.

5 Theory of Change

Given that the Bank is not required to define a Theory of Change (ToC) for its support of interventions in the water sector, the EVT employed a retrospective approach to illustrate the support strategy adopted by the Bank in this sector.. As a basis for the reconstruction of the ToC, the EVT considered the currently under-finalization new Water and Wastewater Sector Policy and Strategy as well as the CDB 1981 Water and Sewerage Sector Policy,

¹⁹ PSR Reports were only available for 4 of the 9 case studies.

²⁰ For the Saint Lucia project, due to the tight deadlines and short notice of meeting arrangements, not all stakeholders were available to the ET.

²¹ Government of Jamaica

which have jointly provided overall guidance on the Bank’s strategic intentions. The interviews undertaken during the inception phase have also contributed to the definition of the ToC (Annex III).

The stated goal of the 1981 policy was “making drinking water available, ensuring an acceptable quality of service and tariff, and improving hygienic waste disposal facilities for rural communities” in the BMCs. The pathways to achieving that goal included the Bank providing inputs such as loans, equity and grants for capital projects in the water and sanitation sector; grants under the Basic Needs Trust Fund (BNTF); and funding technical assistance activities. These began and continue as demand-driven activities initiated by the BMCs and regional organisations. Support for interventions which facilitated the development or expansion of water resources in agriculture projects has to be assessed too and is thus included in the ToC.

Organized prior to data collection, a two-hour workshop was held with CDB staff to discuss the ToC as reconstructed by the EVT. Participants focused on the 1981 policy, past and current experiences with project monitoring and what the Bank’s ToC should include for the future.

The following considerations were shared with the EVT:

- The Bank does not focus on individual project results at the outcome and goal levels but aligns its work with the SDGs to report on regional water access and use.
- While the Bank may explore additional indicators related to the water sector, it acknowledges that progress cannot be solely attributed to its efforts, as contributions from other development partners in the region must also be considered.
- The Bank uses metrics for terms such as improved access, which require measuring efficiency, affordability, sustainability, and quality. There is also a metric for integrated water management.
- The Bank is updating its corporate strategy to continue its mission of transforming lives and reducing poverty. It may be useful to demonstrate how the Bank’s work in the water sector supports this mission. The updated Strategic Plan includes a Resilience Framework focused on social, environmental, production, financial, and institutional resilience, which could be relevant for reframing the ToC when the new Water and Wastewater Policy is approved.
- Data collection at the project level could be enhanced:
 - For BNTF projects, while a Logframe with expected results exists, verifying these results has been challenging in Jamaica and Guyana during Impact Case Studies.
 - Each capital works project generates a Project Completion Report, but the focus has primarily been on the completion of infrastructural work rather than on other results.

There is concern that outputs are closely linked to CDB funding, but outcomes are more difficult to be attributed. Questions remain on how to effectively track both outputs and outcomes.

The following recommendations were jointly defined by the workshop participants:

1. ***Future: Data collection and Information sharing:*** The Bank should build partnerships and collaborate with strategic partners across sectors to share information and build their capacity to collect the information that the Bank requires. As further specified later in the report, this consideration is fully in line with the results of the evaluation and is indeed reflected in one of the evaluation recommendations (please see Recommendation 1);

2. **Future: Strategic Pillar Alignment:** Water interventions are found under the social resilience pillar but in the process of revising the ToC, there must be an internal decision about which of the strategic pillars water interventions should be placed;
3. **Specifically for this evaluation:**
 - a. Utilise this reconstructed ToC and keep the 1981 goal;
 - b. Categorise the outputs into three groups, Human Resource, Institutional, Infrastructure – this will provide a picture about the Bank’s emphasis;
 - c. Concern was raised about whether the EVT would assess projects against policies which may have changed after projects had been appraised and approved such as the revised energy policy in 2015, the education and training policy in 2017 and the gender policy in 2019.

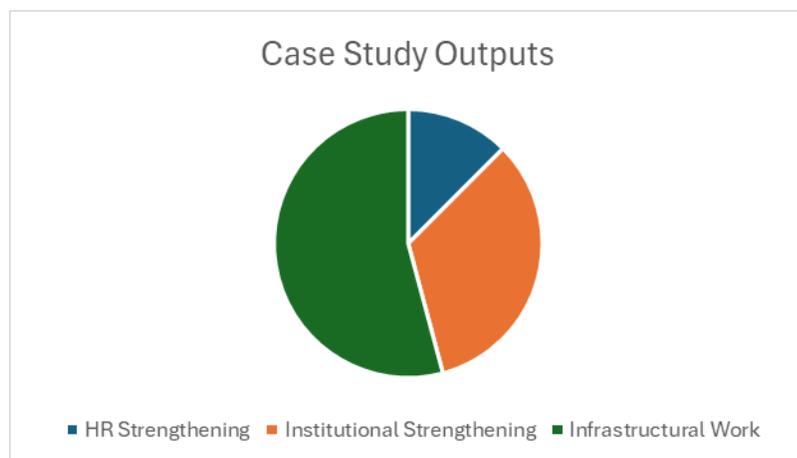
The concern expressed in point 3.c. above has been clarified as the focus of this evaluation was CDB’s overall support for projects in the water sector and not the assessment of individual projects. In the Findings section, the EVT has reported generally on project completion and the achievement of results for the case studies, also providing details about the implementation contexts and the issues which have impeded or facilitated the completion of projects.

In line with point 3.a. above, Table 2 shows the ToC as reconstructed by the EVT. This reconstructed ToC provides a basis for the potential development, by the Bank itself, of a formal ToC utilising the new Water and Wastewater Policy and other relevant strategic documents (e.g. policies for gender, the environment, climate etc.). In case the Bank decides to go ahead with such a process, the new ToC should aim to illustrate focus, alignment to the strategic priorities of BMCs and with the SDGs, and to build strategic partnerships to realise the Bank’s strategic goals of “*improving access to a safe, reliable and sustainable water supply and improved sanitation*” (p.14)²².

After the workshop, the EVT has followed the suggestion given in point 3.b. here above, and has thus reviewed the outputs of the 9 projects and categorised them according to HR, Institutional strengthening and Infrastructural work as suggested by the workshop participants. There were 24 outputs (see Figure 5) of which three (13%) were for HR, eight (33%) were for institutional strengthening and thirteen (54%) for infrastructural work. According to this categorization, more than half of the Bank’s support has been for infrastructure outputs and the lowest amount was spent on HR strengthening, as depicted in the following Figure 5.

²² Preparation of a Water and Sanitation Sector Policy, Strategy and Operational Guidelines for CDB - Water and Wastewater Sector Policy and Strategy, CDB, 2023

Figure 5: Case studies Outputs by category



The outputs in the ToC in Table 2 were also categorised. The two outputs for infrastructure and the output for institutional strengthening remained the same. There was a slight change to the HR output to include agri-entrepreneurship and encompass the capacity building for agri-business development envisaged with the identification of agricultural products in the value chain. The SPAD project in Jamaica aided with that revision as community persons will be trained to perform roles additional to farming to participate in the proposed agro-parks. Thus, creating the conditions for increased employment in the project communities.

The alignment of the case studies with the outputs and outcomes listed in the ToC is illustrated in Table 3 below. For the projects identified at Dominica and Jamaica, their expected outcomes in the areas of gender responsiveness and climate resilience were not prioritised among the intended outcomes of the 1981 policy. There is a link between those expected project outcomes and the 2020-2025 Agricultural Policy.

For the Saint Lucia project, quality of service and tariffs are mentioned as in the goal of the 1981 policy but not explicitly in the outcomes identified in the ToC. For this particular TA project, the NURC in Saint Lucia reached out to the CDB to source expertise in tariff setting and regulatory mechanisms, more details are provided in the Findings section.

Table 2: Theory of Change

Theory of Change Components	CDB's Focus Areas in the Water Sector				
	Water Supply (WS)	Sanitation (SAN)	Waste Management & Disposal (WM&D)	Education & Training in WS & SAN	Agricultural Water Resources (AG)
Goal	The lives of persons in the BMCs are improved by making drinking water available, ensuring an acceptable quality of service and tariff, and improving hygienic waste disposal facilities for rural communities ²³ .				More competitive, inclusive, and sustainable agrifood systems in the BMCs ²⁴
Intended Outcomes (IO)	<ol style="list-style-type: none"> 1. Improved access to safe water and wastewater services; 2. Improved access to clean water supply at household level; 3. Reduced greenhouse gas emissions from water and wastewater. 				<ol style="list-style-type: none"> 1. Integrated natural resource management; 2. Improved production capacity, productivity and linkages to markets; 3. Improved resilience to climate change and natural hazards
Outputs (O)	<ul style="list-style-type: none"> • Infrastructure: <ul style="list-style-type: none"> ○ Installed/ upgraded water supply infrastructure (dams, intakes, treatment plants, reservoirs, pipelines) ○ Installed/upgraded wastewater infrastructure (sewers, treatment plants, outfalls etc); ○ Installed/upgraded technologies to promote reduction in greenhouse gas emissions from solid waste, water and wastewater treatment systems; ○ Improved water sources and bodies • Institutional: <ul style="list-style-type: none"> ○ Coherent policies, legislation, strategies and plans for Water and Wastewater and Waste Management, Agriculture, Climate Resilience, Energy, Data and Disaster Management. ○ Installed/upgraded IWRM systems • Human Resource: <ul style="list-style-type: none"> ○ Improved Knowledge, Attitudes and Practices by all sector stakeholders at all levels (politicians, operators, trainers, users etc) ○ Water stakeholders trained to certified levels ○ More persons in rural communities employed in the agriculture sector and involved in agri-entrepreneurship 				
Inputs/ Strategies	<p>Inputs: Loans, equity and grants for technical assistance and capital projects in the water and sanitation sector;</p> <p>Strategies: Support for regional strategies (e.g. RSAP) and policy dialogue, Partnerships with financial institutions and development agencies</p>				
Assumptions	<ul style="list-style-type: none"> • BMCs have legislation governing the use and management of their water resources and have established accompanying entities to provide oversight and sufficient and sustainable financing; 				

²³ From 1981 Policy in Water and Sanitation Sector Policy Options Report 2023 – 2028, p. 2

²⁴ CDB Agricultural Sector Policy & Strategy Paper 2020-2025, p. 4

- BMCs identify the Bank as helpful to address their challenges associated with “non-climate adapted water resources management instruments, ineffective water governance, inequitable and unreliable service delivery, poor data monitoring and information management; the lack of creditworthiness of service providers, the pollution of water sources”²⁵ and the degradation of ecosystems in nature.

Table 3: Alignment of ToC Outcomes and with Case Studies Outputs

Noted. Project	Focus Area / Cluster	Project	Alignment with ToC OUTCOMES 1981 Policy: Improved access to safe water and wastewater services Improved access to clean water supply at household level Reduced greenhouse gas emissions from water and wastewater AG Policy (2020-2025): Integrated water resource management Improved production capacity productivity and linkages to markets Improved resilience to climate change and natural hazards	Alignment with ToC OUTPUTS		
				INF	INST	HR
Dominica	SAN (Cap)	Dominica Water Sector Strategic Development Project	<ul style="list-style-type: none"> ✓ Improved efficiency and climate resilience of the targeted water supply and distribution infrastructure ✓ Improved water quality and reduced water pollution in project area of Jimmit wastewater system ✓ Enhanced capacity of DOWASCO to deliver an efficient reliable supply of potable water to targeted areas 	3	2	

²⁵ Draft Waste and Wastewater Sector Policy and Strategy, p. 1

Noted. Project	Focus Area / Cluster	Project	Alignment with ToC OUTCOMES 1981 Policy: Improved access to safe water and wastewater services Improved access to clean water supply at household level Reduced greenhouse gas emissions from water and wastewater AG Policy (2020-2025): Integrated water resource management Improved production capacity productivity and linkages to markets Improved resilience to climate change and natural hazards	Alignment with ToC OUTPUTS		
				INF	INST	HR
			and to collect treat and dispose of wastewater at Jimmit			
Dominica	SAN (TA)	Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs	Enhanced capacity of GOCD to develop a <u>climate resilient and gender responsive water sector</u>	1	2	
Jamaica	WS (Cap)	Rural Water Supply Project	Efficient reliable and sustainable supply of potable water in targeted communities in Jamaica	2	1	
Jamaica	WS (TA)	Preparation of Detailed Designs for a Rural Water Supply Project - Jamaica	Enhanced capacity of GoJ/Rural Water Supply Limited (RWSL) for evidence-based decision making in the development of rural water supply systems for 20 selected communities	1		
Guyana	WS	BNTF- Nappi Water Supply System	Water and Sanitation Sub-project completed in compliance with standards			1

Noted. Project	Focus Area / Cluster	Project	Alignment with ToC OUTCOMES 1981 Policy: Improved access to safe water and wastewater services Improved access to clean water supply at household level Reduced greenhouse gas emissions from water and wastewater AG Policy (2020-2025): Integrated water resource management Improved production capacity productivity and linkages to markets Improved resilience to climate change and natural hazards	Alignment with ToC OUTPUTS		
				INF	INST	HR
Guyana	ET	BNTF- WASH Training	Increased productivity and access to markets in project areas	1		
Saint Lucia	EDT	Institutional Capacity Building Within The National Utilities Regulatory Commission - Saint Lucia	Enhanced capacity to <u>regulate the energy, water and sanitation</u> sectors in Saint Lucia		3	1
Jamaica	AG (Cap)	Southern Plains Agricultural Development Project (UKCIF)	Increased productivity and access to markets in project areas	3		1
Jamaica	AG (TA)	Feasibility And Design Study - St. Catherine And Clarendon Agricultural Development Project	Enhanced capacity for the development of <u>socially inclusive, gender responsive and climate resilient plans</u> and designs for agricultural development in selected communities in St. Catherine and Clarendon	1		

6 Findings

The evaluation findings are presented according to the core set of evaluation questions (EQ1 to EQ5), and address the relevance, efficiency, effectiveness and sustainability of the Bank's overall contribution to the water sector. The overarching evaluation question ('*To what extent have the CDBs projects in the Water Sector contributed to improving the lives of citizens in BMCs?*') is addressed separately in Section 7 since it acts as an overall conclusion, being derived from the core findings presented in this section.

6.1 EQ1 Relevance

How adequate are CDB's focus areas in the water and sanitation sector to support overall sector development in BMCs?

The Bank's portfolio of projects in the four focus areas (water, sanitation, education and training, water for agricultural) is well aligned with the specific and emerging sector needs. Projects can be initiated through a request from a BMC or by the Bank itself – with the goal being to address national or regional-level needs and priorities. The portfolio of projects covers Technical Assistance (TA) as well as Capital projects. TA projects typically cover a range of assistance, such as: preparatory design as a precursor to capital projects, education and training aimed at building capacity in specific areas, support for governance, policy formulation and strategic planning, attendance at conferences, audits etc. TA projects help fill the skills gap by providing BMCs with expertise they may lack. TA funding also fosters regional dialogue and engagement which BMCs appreciate as it keeps them connected and builds long term relationships between members and institutions.

Capital projects are provided through financing loan agreements²⁶ and enable the BMCs to undertake larger scale infrastructure projects. Capital projects typically also include elements of institutional strengthening and capacity building.

Relevance is also addressed through the common **alignment of national sector strategies with the Bank's sector strategy. This shared alignment extends to regional partners** such as the CWWA and the IDB who have collaborated widely on regional water strategy initiatives such as the Regional Strategic Action Plan for the Water Sector in the Caribbean to Develop Resilience to the Impacts of Climate Change²⁷ (RSAP).

Regional initiatives include several from the CDB's Portfolio of TA projects that directly address country or regional governance issues:

- Development of a Strategic Plan for the Water Sector in The Caribbean Region (PRN4056);
- Preparation of a Water and Sanitation Sector Policy, Strategy and Operational Guidelines for the CDB (PRN4219);
- Planning for the Integration of Climate Resilience in the Water Sector in the BMCs in CDB;

²⁶ Can be loan only, grant only (e.g. UKCIF) or loan and grant

²⁷ August 2021, Version 2

- Caribbean Agriculture Sector Review and Development of the CDB's Agriculture Sector Policy and Strategy (PRN4063);
- Strengthening The Capacity of the Fisheries Sub-Sector in CDB's BMCs to Access the Green Climate Fund;
- Dominica Water Sector Strategic Development Project;
- Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs for selected interventions (Dominica).

The geographic spread of the project portfolio covers 11 BMCs²⁸; additionally regional level projects have a wider coverage Project allocation is based on demand; the Bank responds to requests from BMCs. In some cases, this can lead to additional requests for projects from the same country.

In general projects include cross-cutting themes which are integral to project appraisal and design (e.g. cross cutting themes include gender equality, good governance and environmental sustainability) with some projects more directly targeting these issues.

Through its portfolio **the Bank also supports innovative projects**: as an example, feasibility studies into the use of biogas from municipal sewage, and a TA to develop a Caribbean Water Utility Insurance Collective which will build regional resilience and response/recovery from disasters. As a result of the Bank's active regional role, it is able to participate and leverage other innovative projects such as the IDB 'Data-Sharing Platform for Caribbean Water Utilities'²⁹

The **portfolio of agricultural projects** is highly relevant, aiding communities and farmers in preparing for the effects of climate change. It also supports the transition of farming practices from traditional crops like sugar cane and bananas to more viable cash crops such as vegetables. The Regional Strategic Action Plan for the Water Sector in the Caribbean³⁰ (RSAP) identifies the following sector challenges (or 'core problems'):

- Non-Revenue Water (NRW);
- Inadequate Planning;
- Uncertain Funding;
- Governance Issues;
- Utility Turnaround issues (poor financial position of water utilities);
- Capacity Building and Knowledge Management.

The Bank's portfolio addresses most of these challenges. However, it is relatively underweighted and does not fully address clear regional needs in the following areas:

²⁸Belize, Jamaica, Grenada, Guyana, Dominica, Saint Lucia, Haiti, Turks and Caicos Islands, St. Vincent and Grenadines, St. Kitts and Nevis, The Bahamas.

²⁹ <https://www.iadb.org/en/news/idb-pilots-innovative-data-sharing-platform-caribbean-water-utilities>. Through the platform, utilities can exchange real-time data on parts and materials, expediting mutual aid and ultimately cutting costs.

³⁰ Regional Strategic Action Plan for the Water Sector in the Caribbean to Develop Resilience to the Impacts of Climate Change, August 2021

- Data and knowledge management (refer discussion in Section 6.6.1);
- Sanitation (refer Section 6.6.2 for further discussion on this).

The financial status of water utilities (addressed in RSAP’s ‘utility turnaround issues’) is influenced by water tariffs and budget allocations, which are affected by various national factors, including political ones. This topic is explored further in Section 6.5 on sustainability. The financial status of utilities can also be enhanced through regional dialogue and improved data collection (performance benchmarking).

Conclusions

The Bank addresses sector development of the BMCs through its capital and TA projects which respond directly to the BMCs’ challenges in a range of technical and non-technical areas that have been prioritised by the BMCs themselves and/or identified by the Bank in dialogue with BMCs and other stakeholders. This broad range of support at both the policy level and at the project level ensures the Bank is well informed across the sector domain and ensures **the Bank’s support is relevant and well aligned with BMC needs.**

Lesson Learned: Integrated Support Maximizes Relevance

The CDB's support to the BMCs entails both technical assistance (TA) and capital projects. This integrated and balanced approach has ensured that the Bank’s support remains both relevant and beneficial to the BMCs, addressing both immediate and long-term needs. This is further facilitated by the demonstrated value given to tailoring initiatives to local priorities.

The Bank’s **regional projects and initiatives further aid collaboration and sharing of information** and provide that vital glue that promotes collective approaches to common challenges. The Bank’s collaborations with its regional partners seeks to avoid overlap and achieve synergies where possible, since BMCs share many of the same sector challenges.

The Bank support is considered relatively under-weighted, and therefore **could be strengthened, in the areas of (i) data and knowledge management and (ii) sanitation and wastewater.** This is considered in more detail in Section 6.6 Additional Findings.

6.2 EQ2 Efficiency

To what extent do the Bank’s identification, design, approval mechanisms, and human resources contribute to ensuring efficient implementation of water interventions?

In the standard processes leading to the funding of a specific project, an initial request for assistance is then developed into a project proposal by the BMC for appraisal by the Bank. Not all countries have the capacity (technical skills and resources) to prepare project proposals to the required standard. Remarks gathered in

the interviews made by the EVT suggest that **an increased autonomy on the countries side in the identification and preparation of projects could be beneficial**, limiting the need for direct Bank assistance³¹. However, in reality, **the Bank more often is required to take on the full responsibility for project preparation**, mostly in-house but sometimes with the aid of external consultants.

The interview data revealed that the Bank played a crucial role in shaping the Jamaica project's design and approval processes. This involvement was both significant and customized, taking into account Jamaica's specific needs and resource constraints. The Jamaica rural water³² project serves as a prime example of this tailored approach.

However, slow decision-making by the Bank is a common concern among stakeholders when discussing project implementation challenges. During data collection, while Bank staff were noted to be easily accessible via email and WhatsApp, delays due to the time required to receive formal feedback and approvals from the Bank were consistently reported across the projects in the case studies. These delays are linked to the Bank's decision-making and internal consultation processes. An internal system with protocols for the project appraisal process and the project implementation period requires engagement with relevant staff from different units within the Bank. The limited human resources capacity at the Bank for simultaneously implementing multiple projects must also be considered.

When the beneficiary BMC has inadequate capacity or a deficit in key areas, this can exacerbate the implementation process. As stated in the Bank's Sector Policy Options Report *"There is a clear capacity problem in just about all BMCs, especially in relation to technical competence for the delivery of water supply and sanitation services"*³³.

In interviews CDB staff agreed that there was **scope for greater efficiency in Bank's approvals and there is a desire for the project timelines to be shortened**. The Bank has made **some efficiency gains in its operations, reducing average time from appraisal mission to disbursement** from 12 months in 2019 to 4 months in 2021. However, currently the Bank **falls short of its own targets for portfolio performance** (refer Table 4) with the percentage of projects³⁴ rated 'highly satisfactory to satisfactory' measured at 42% in 2021. The major causes of unsatisfactory performance include "...delays in construction and contract start-up activities, as well as significant disruptions to supply chains resulting from the pandemic and geopolitical conflicts"³⁵.

The significant deterioration (Figure 4 below) from 2019 to 2021 covers the Covid pandemic years. Before the pandemic the Bank was achieving 97% 'highly satisfactory to satisfactory' rating so the target of 98% for 2024 would seem achievable and comparable to pre pandemic levels of performance. In its baseline year of 2019 the Bank was operating at a very high level of performance, based on its own internal

³¹ A comment made by some Bank staff members

³² The Jamaica Rural Water Supply Project (Case Study) is a capital works project but the scope of work includes elements of capacity building to address the identified capacity gaps in the responsible rural water entity.

³³ Water and Sanitation Sector Policy Options Report 2022 – 2028. CDB 2022, p38

³⁴ It would be useful if this measure was broken down into projects by type (eg TA, capital projects etc) and sector.

³⁵ Development Effectiveness Review 2021, p51.

measurement metrics, and this bodes well for this level of performance to be achieved, or improved, in the future.

Figure 4: Bank's Portfolio Performance – Development Effectiveness Review 2021³⁶

LEVEL 3 – OPERATIONAL PROCESSES AND PRACTICES AND PORTFOLIO PERFORMANCE				
Indicator	Baseline 2019	Actual 2021	Target 2024	Status
Operational processes and practices, and portfolio performance				
1. Portfolio performance rating for implementation (% rated <i>Highly satisfactory to satisfactory</i>)	97	42	98	↓
2. Completed projects with timely PCRs (%)	97	30	100	↓
3. Projects at risk (% of portfolio)	15	15	6	↑
4. Average time taken from appraisal mission to first disbursement (months)	12.0	4.0	6.0	→
5. Projects under implementation with extensions (revised final disbursement date) (%)	62	58	50	↑
6. Average length of project extension (months)	36	34	24	↑

Source: Elaboration by the evaluation team, based on the Portfolio of Bank Projects in the Water Sector (2017 – 2023), *Development Effectiveness Review 2021*

At the end of December 2021, the Bank's portfolio of projects/loans under implementation was at over 300 operations valued at about \$1.9 billion³⁷. Many of these projects, especially large infrastructure projects, are complex and have significant challenges (e.g. need for land acquisition, surveys, geotechnical investigations, tendering etc). Delivering large infrastructure projects on time and to budget is a challenge that is not unique to the CDB.

With respect to **large infrastructure projects, delays are common and a result of the complexities of project design, scheduling and pricing**. Since delays are indeed common the lesson then is to allow some additional leeway to account for the project complexities and challenges that are almost certain to eventuate.

From the case study site visits carried out by the EVT, there are some **specific examples of where project difficulties and circumstances could have been better anticipated to achieve greater efficiencies**.

- Jamaica Rural Water Supply Limited (RWSL) Project (TA). Delays can partially be attributed to preliminary project scoping studies not being sufficiently well developed resulting in later revisions and cost increases. Consequently, there is a need for 'more attention at the scoping/ preliminary assessment stage so that correct options are identified³⁸'. Additionally, issues with communication with the CDB and the consultants have been reported, indicating that roles were not always clear

³⁶ Ibid. Table 12, Section – Level 3.

³⁷ Ibid p26, Section Level 3

³⁸ Quote from interview with National Water Commission Engineering Department

and processes were not adequately explained to local partners and counterparts, sometimes leaving them uninformed;

- The Dominica water sector projects are incomplete and behind schedule mainly due to slow project mobilisation of foreign consultants and their lack of familiarity with local context;
- The Guyana water supply project (BNTF- Nappi Water Supply System) has experienced delays due to the slow project approval processes of the Bank;

The Saint Lucia Project (Institutional Capacity Building within NURC) has been completed; however, its effectiveness and outcomes have been adversely affected by staffing issues and a lack of support from the participating institutions. The participating utilities have expressed the view that the new regulatory body lacks the necessary expertise to effectively regulate the delivery of water, electricity, and energy services.

Regional Relationship: The CWWA maintains a close relationship with the CDB, as the Bank is a major sponsor of CWWA's annual conferences. However, challenges exist in this collaboration:

- There is a lack of clarity regarding the level of CDB's financial support for the conferences, even in the months leading up to the events, leading to concerns that CDB's commitment often comes too late in the process.
- The arrangements for CDB's sponsorship payments vary annually, with payment sometimes made upfront and other times provided upon submission of receipts.
- There is a preference for more standardized, long-term support from CDB, as the current process involves annual uncertainty regarding funding.

The experience underscores some internal procedural and collaboration challenges within CDB. Despite being a key partner for CWWA's flagship events, more clarity, consistency, and timeliness in CDB's sponsorship commitments would be beneficial to reduce the uncertainty faced in planning the conferences each year.

Covid and Geopolitical Challenges. What needs also to be highlighted that the period covered by this evaluation, namely 2017 to 2023, was marked by **significant disruptions to supply chains resulting from geopolitical challenges and the Covid pandemic**. These impacted prices and inflation and led to supply chain disruptions. The Covid pandemic also reduced staff mobility and availability. This particular confluence of events undoubtedly impacted³⁹ on project performance.

CDB Tender Requirements. The CDB's stringent tender requirements, which mandate that bidders submit full qualification information to establish their eligibility, have made it challenging for local consultants and contractors in Dominica to participate in the procurement process. This has resulted in a lack of local representation and expertise being incorporated into the project design and implementation. While the CDB's procurement procedures aim to ensure economy, efficiency, and fairness in the use of funds, they may not always align with the unique circumstances and needs of individual countries. In some cases, this could lead to missed opportunities for more cost-effective and locally-informed project solutions and this has been the source of some resentment in Dominica.

³⁹ Assessment of the impact of COVID on water and sanitation utilities in Latin America and the Caribbean, Inter-American Development Bank, September 2021.

Conclusions

The Bank has made some efficiency gains, reducing average time from appraisal to disbursement. However, slow decision-making and internal processes remain challenges, exacerbated by **lack of capacity in BMCs**. Pre-pandemic, the CDB was achieving high portfolio performance, but this deteriorated during the COVID-19 crisis, with 42% of projects rated 'highly satisfactory to satisfactory' in 2021. Returning to pre-pandemic levels of performance and then meeting its performance targets for 2024 should be achievable.

Delays and cost overruns are common for large infrastructure projects globally, not just at the CDB. Allowing more leeway for project complexities and challenges, as well as improving preliminary assessments and client communication, could help mitigate these issues. The **CDB's stringent tender requirements** make it challenging for capable local consultants and contractors to participate. In the particular case of Dominica this has resulted in some resentment where it is felt that the exclusion of local contractors led to **missed opportunities for cost-effective, locally-informed projects**. .

Overall, the CDB's water and related sector work remains crucial for development in the Caribbean, but continued efforts to enhance efficiency, capacity building, and client engagement will be important to maximize impact.

6.3 EQ3 Efficiency

What is the level of coordination on water projects within the Bank's units?

Internal Coordination. Interviews with bank staff reveal a **high level of awareness around the need for effective and timely coordination** to expedite project performance. Bank staff recognize the importance of avoiding internal "silos" and the necessity of regular consultation across the bank's various multidisciplinary units. However, some staff have indicated that **further improvements can still be made** in this regard. Coordination with the Bank's legal department was cited as one area that warrants further improvement. This suggests that while overall coordination within the bank is well-established, there are still areas that could benefit from streamlining and optimization.

Technical Coordination during Implementation. A supervision team is assigned to each project, typically consisting of:

- The relevant officer from the Economic and Infrastructure Division;
- Colleagues from the Social Sector Division; including Social analysts and
- Gender specialists;
- Representatives from the environmental and sustainability unit.

Each team member must liaise with the Claims Unit for disbursements and the Procurement Policy Unit for acquiring various resources. This requires a high level of coordination within each project.

On a technical level, **coordination during project implementation is reported to be efficient and effective**⁴⁰ in most cases. However, in some cases, communication difficulties were encountered with the CDB during implementation..

Coordination within the Bank's units appears to be well-established, but it is vulnerable to disruption when employees are absent and there is a lack of replacement protocols.

Regional dialogue and coordination are reported to be functioning well, and the Bank's participation at the regional level is highly appreciated. However, there is evident frustration regarding the security of funding from the CDB for annual conferences. This suggests that the issues may be related to the procedures for ensuring the availability and reliability of funds rather than coordination itself.

Conclusions

CDB staff exhibit a strong awareness of the importance of effective coordination for project performance. Although coordination is generally well-established, certain areas, such as interactions with the legal department, have been identified as needing improvement. The Bank's internal coordination system is typically effective but can be susceptible to disruptions in the absence of employees, due to inadequate replacement protocols.

CDB has established a solid foundation for coordination across various levels. Technical coordination during project implementation, and regional dialogue and coordination are reported to be efficient and well-functioning in most cases. While there are many positive aspects to their coordination efforts, there are also areas identified for potential improvement as outlined above.

6.4 EQ4 Effectiveness

To what extent have CDB's investments in the sector contributed to realizing the Bank's priority outcomes? What are the lessons, challenges, and opportunities that CDB needs to embrace/address to improve its contribution to the achievement of regional water and sanitation sector development?

Table 5 below summarizes the current status of the visited projects. Of the nine projects, two have been completed, one has experienced a delayed start, and the remaining projects are at various stages of progress. In certain cases, project delays have affected effectiveness by causing cost increases and reducing the scope of work, which has led to a decrease in impact and overall effectiveness.

⁴⁰ Evidence/interviews from case study projects in Dominica (Dominica Water Sector Strategic Development Project; Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs), Guyana (Nappi Water Supply System), Jamaica Agricultural Development projects Southern Plains & St Catherine and Clarendon.

Table 5: Status of Cluster of Projects subject of Field Visits

Country	Project	Duration and End Date	Status
Dominica	Dominica Water Sector Strategic Development Project	2 years 31/3/2024	Not completed, suffered from significant delays during project design
Dominica	Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs	2.3 years 30/9/2021	Not completed, suffered from significant delays during project design
Jamaica	Preparation of Detailed Designs for a Rural Water Supply Project - Jamaica	2.5 years 31/10/2022	Not complete. Subject to legal/contractual resolution
Jamaica	Rural Water Supply Project	3.25 years 30/9/2024	Delays with TA. Re-scheduled start for March 2025 start.
Guyana	BNTF- Nappi Water Supply System	1 Year Feb 2024	Part implemented though with major civil works still to be completed
Guyana	BNTF- WASH Training	0.5 years April 2024	Ongoing implementation
Saint Lucia	Institutional Capacity Building Within The National Utilities Regulatory Commission - Saint Lucia	21 months 30/9/2021	Completed
Jamaica	Southern Plains Agricultural Development Project (SPAD)	4.25 years 30/6/2023	Delayed but on track for completion
Jamaica	Feasibility And Design Study - St. Catherine And Clarendon Agricultural Development Project (SCCAD)	3.5 years 31/12/2021	Completed.

Jamaica Rural Water Projects. The RWSL TA Project is incomplete and behind schedule⁴¹. This has impacted the Capital Project which has a delayed commencement.

- TA Project completed deliverables:
 - Institutional strengthening and capacity building;
 - Climate Risk Vulnerability assessment;
 - Environmental and Social Impact Assessment;
 - Preliminary Engineering Design.
- TA Project outstanding deliverables:
 - Detailed Engineering Design;
 - Tender Documents.

⁴¹ Delays can partially be attributed to preliminary project scoping studies not being sufficiently well developed resulting in later revisions and cost increases.

Significant cost increases have necessitated a reduced scope of work tailored to available funding. The program will retain its broad geographic scope but undertake limited priority tasks, with a view to making the biggest impact given the available budget. The program will therefore have a significantly reduced impact and effectiveness and will not realise its targets.

Dominica Water Sector Projects. The Dominica water sector projects are currently incomplete and behind schedule, primarily due to significant delays in project design and slow start-up by foreign companies, as local companies were excluded⁴² from bidding for not meeting CDB procurement rules. Despite these issues, several civil works have already been completed. Project costs have increased significantly as compared to the original design due to price increase over the long project design- and start-up time.

Guyana. The BNTF projects funded by the CDB in Guyana have made significant progress and are either partly completed or nearing completion, with some civil works and training still pending. Delays have been attributed to very slow project approval processes, although implementation has generally proceeded smoothly, with Guyana Water Inc. (GWI) demonstrating high effectiveness in project execution. Projects are generally underfunded, with GWI covering any funding gaps to meet project goals. A notable issue regarding effectiveness in Guyana is that GWI avoids presenting time-critical priority projects to the CDB due to the understanding that CDB's initial project design and approval processes can be very slow, often taking more than a year.

Projects in both **Dominica and Guyana** are effective as they eventually achieve their intended targets of upgraded water supply infrastructure and improved water delivery to beneficiaries. However, in reaching these targets the implementation has not been as efficient as it could be.

Saint Lucia Institutional Capacity Building within NURC. The project is completed. Its effectiveness has been negatively impacted by staff turnover at the Secretariat, legislative gaps, and a lack of expertise on the Commission which upholds the perception by the Utilities that the regulatory body does not have the required expertise to regulate the delivery of water, electricity and energy services. While the project tasks have been completed this has not yet resulted in the achievement of the expected outcome of 'improved regulation of the energy and water and sanitation sectors in Saint Lucia'.

Jamaica Agricultural Development Projects

St. Catherine and Clarendon Agricultural Development Project – Feasibility and Design Study (SCCAD). This project was delayed because of the COVID-19 pandemic. This feasibility study was still completed, and it has informed the Southern Plains Agricultural Development (SPAD) project which is also delayed but is on track to achieve its objectives.

Southern Plains Agricultural Development (SPAD) Project. This project was dependent on the outputs from the SCCAD. The community engagement strategy contributed to the effectiveness this project regarding

⁴² In Dominica, local companies were unable to meet the CDB eligibility criteria for tendering.

the empowerment of beneficiaries. The farmers have already benefitted from training, and they are aware of the different phases of the project. This project is highly relevant to farmers' needs and farmers appear highly committed to achieving its intended outcomes. However, the effectiveness of the project is impacted by the delays in getting approvals from the CDB and payments to local and international contractors. Despite the delays the project is on track to achieve its objectives.

The regional projects by definition have a wide reach and effectiveness can be leveraged across many BMCs. Regional projects also have logistics challenges; however virtual meetings have made regional collaboration much more cost effective. The portfolio of projects includes 13 regional projects covering the following diverse range of activities:

- Support and attendance at CWWA annual conference;
- Training workshops;
- Support to Regional Agriculture Planner's Forum;
- Development of Sector policies and strategies;
- Rural Infrastructure Planning Frameworks;
- Support to Fisheries Sub-Sector to access Green Climate Fund;
- Development of Caribbean Water Utility Insurance Collective.

Regional projects have proved to be an effective way to build skills, contribute to regional policy and strategy needs, promote collaboration and dialogue, and provide specialist targeted assistance where needed.

The IDB has a good working relationship with the CDB that seeks to address regional issues, keep abreast of progress across its regional partners with a view to avoiding overlap of actions and to find synergies (since each country/sector agency is facing similar challenges there is much scope for collaboration). Examples of effective collaboration include: IDB and CDB are both major sponsors for the annual CWWA conference (which has a regional/international focus); IDB and CDB have supported CWWA in preparation of RSAP (Regional Strategic Action Plan) for governance and building climate resilience in the water sector in the Caribbean; IDB has initiated a pilot **Data Share** program⁴³ which aims to trial a technological solution for creating a virtual community within the water utilities and the Caribbean. The IDB is collaborating with CDB on how to extend this pilot to the wider Caribbean.

As noted in Section 6.2, projects implemented during 2017 to 2023 (the reference timeline of this study) were subject to significant disruptions to supply chains resulting from geopolitical challenges and further exacerbated by the Covid pandemic. This combination of external factors has placed additional challenges to project outcomes and effectiveness.

⁴³ www.olasdata.org/hom

Conclusions

The results in terms of effectiveness of the case study projects show **mixed results**. **Project progress and outcomes have been impacted by delays**. In some cases e.g. the Jamaica Agricultural Development Projects the delays have had a minor effect on the projects which are on track to achieving its outcomes. In the case of the Jamaica Rural Water Supply Project the delays have been more significant and resulted in additional costs and a scaling down of the project targets, reducing overall effectiveness and impact. **Regional Projects were generally effective and can be leveraged across many BMCs**. They contribute in many ways to build skills and promote collaboration and dialogue across the region. The **Bank is highly regarded by its regional peers for its regional strategic role**.

Lesson Learned: Organizational efficiency can improve project effectiveness

Slow decision-making and internal processes within the CDB as well as at the BMC-level have often caused delays in project implementation. Inefficient organizational processes can therefore hinder timely completion and undermine the effectiveness of projects, even when they are well designed. Enhancing organizational efficiency and internal coordination are thus essential elements that can lead to improvements in projects' effectiveness and in the attainment of the foreseen outcomes.

The Bank's water and sanitation sector projects in the region have shown mixed results in terms of effectiveness. **While some initiatives have successfully progressed towards their objectives, others have faced significant challenges.** Box 1 highlights the key factors that contributed to project success or hindered progress, providing valuable insights for future improvements in the Bank's approach to regional water and sanitation sector development.

Box 1 - What worked and Areas for Improvement

What Worked

- Building relationships with BMCs;
- CDB support to BMCs, effective collaboration and commitment, providing leadership, technical support where needed to plug capacity gaps in BMCs, helping to resolve issues;
- Leadership on regional issues (strategies, building regional networks, policy);
- Reinforcing messages and practices cross cutting issues;
- Supporting energy efficiency, innovation;
- Providing technical assistance to BMCs where required, through grants;
- Provision of loans for major capital projects;
- Programs that promote regional collaboration;
- Active project support during project implementation (problem solving, resolving contractual issues);
- Improved access to officers using email and Whats App for informal feedback;
- Sensitising recipients of loans and grants about the importance of assessments regarding the cross cutting issues such as gender, the environment, institutional, etc.

Areas for Improvement

- CDB Decision making often slow and its internal consultation can be cumbersome and perceived by BMCs as lacking in transparency;
- Project preparation and design needs to be more thorough;
- The Bank's bidding requirements preclude local firms who do not meet the cash-flow threshold;
- Greater need for data collection, performance monitoring and reporting by BMCs;
- Greater focus on sanitation and wastewater;
- Water utilities financial situation (negative earnings). Need for greater focus on tariff setting, and sustainability of utilities;
- Project sustainability receives limited consideration at Bank Appraisal.

6.5 EQ5 Sustainability

To what degree has the Bank effectively supported BMCs in ensuring the long-term sustainability of sector projects by actively engaging relevant stakeholders, cultivating a sense of ownership among beneficiaries, and forging partnerships with key stakeholders (such as local authorities, civil society organizations, the private sector, and donors) that can support the beyond the project implementation?

Most of the Bank's support to BMCs is project-focused with a short to medium-term lifespan.⁴⁴ While sustainability is considered at the appraisal stage, it is addressed only to a limited extent (see Box 2 below). Although sustainability is a key consideration for nearly all projects within the Projects Department,

Box 2 - Sustainability

“To ensure the sustainability of the Programme, ownership should be established with the operator of the rural water supply system from the front-end of the Programme cycle and during implementation to effectively manage the system when completed”

Appraisal Report statement on sustainability for Rural Water Project, Jamaica

effectively tackling sustainability challenges identified during the appraisal phase requires better integration of tools and responsibilities from other Bank units, such as the Economics and Legal Departments, during the operational phase.

The Bank has been successful in raising awareness among BMCs and project implementers about sustainability issues and in providing capacity-building support through its TA. However, achieving long-term sustainability involves more than fostering a sense of ownership. It requires national-level commitment and funding, along with a mature institutional and policy framework to ensure that institutions and utilities are adequately supported and funded. These elements are still not fully developed in many of the countries.

The Bank’s portfolio of regional projects and its various regional activities (e.g. regular meetings and collaborations with regional partners such as CWWA, IDB ... others) generally ensure issues are well discussed and disseminated to promote learning, achieve synergies and minimise overlaps. So, there is a broad level of support available to BMCs, and their institutions. However, **across the BMCs there is variance at the internal capacity, sector policy and governance level.**

The water sector faces a complex set of challenges that require balancing various and sometimes conflicting realities. Water as a Basic Necessity and Human Right_ Water is a fundamental requirement for human life and well-being. This implies that water must be available to all people, regardless of their economic status or social standing.

Affordability and Accessibility. Water services need to be affordable for everyone, including the poor and socially disadvantaged populations. At the same time, water should be readily available in sufficient quantities to meet the needs of households, businesses, and communities. The water supply should also meet national health and safety standards.

Government Ownership and Political Influence. In most countries, water resources are regarded as national assets, owned and managed by the government. As a result, water sector policies and strategies can fluctuate based on political influence.

Sustainable Water Supply and Tariffs. Tariffs are an important factor in ensuring a sustainable water supply, as they contribute to covering the costs of maintaining and improving water infrastructure and promoting efficient water use. However, while tariffs are a key element, they are not the only solution. Setting

⁴⁴ The majority of portfolio projects have a 1 – 3 year implementation period. Longer term sustainability implies a much longer time frame of typically 7 years plus.

appropriate tariffs involves balancing consumer affordability with the financial sustainability of water utilities, which can be a complex challenge.

Many of these factors, such as political influence and the need for affordable water services, extend beyond the direct control of organizations like the CDB. Addressing these challenges necessitates a multi-stakeholder approach that includes governments, water utilities, civil society, and international development partners. The CDB can contribute to these efforts and play a key role as a stakeholder in the process.

Lesson Learned: Sustainability in the water sector can be facilitated by a multi-stakeholder approach at the regional level

Given the multi-faceted nature of the water sector, where many factors go beyond the possible influence of a single organization, the adoption of an approach pursuing active collaboration among all the main regional stakeholders (including governments, water utilities, civil society, and international development partners) can maximize the long-term impact of individual organizations' efforts in the water sector.

The sustainability of the individual case study projects is discussed below.

Jamaica Rural Water Supply Program. The sustainability of the Rural Water Supply Program in Jamaica is uncertain because rural water schemes are neither required nor designed to be financially viable. The primary mandate of Jamaica RWSL is to concentrate on non-utility service areas—specifically rural regions where full cost recovery is unlikely. This approach diminishes the expectation that rural water schemes should be financially self-sufficient.

Secondly, rural water schemes are operated and maintained by local government (typically Parish Councils) who lack the capacity and resources to fulfil this mandated responsibility. The combination of low tariffs and inadequate operational budget results in deteriorating asset condition and eventual need for infrastructure repair and/or replacement.

Short- and medium-term sustainability of projects in **Guyana** is supported by Guyana Water Inc. (GWI), which is well-established and appears capable of managing the forthcoming operation and maintenance challenges associated with new village water supply systems implemented under CDB projects. However, it is important to recognize that GWI can only sustain these efforts with government financing, as villagers alone cannot afford the water fees needed to maintain the systems. Training provided to the villagers aims to ensure proper operation and maintenance of the water systems.

In **Dominica** the design and implementation of the upgraded water systems has been challenged by sub-optimal designs of foreign consultants who had insufficient knowledge of the local conditions. This has, as much as possible, been rectified during construction through input of Dominica Water and Sewerage Company (DOWASCO). The income situation in Dominica is limited, respectively DOWASCO has only

limited means for carrying out larger maintenance or replacement activities and the long-term sustainability of the water systems will depend on availability of external funding. This situation is acknowledged by DOWASCO, respectively design and construction works are being carried out with a quality aspect in mind in order to avoid early repair needs.

Saint Lucia. The Institutional Capacity Building of the National Utilities Regulatory Commission (NURC) also shows limited possibility of sustainability. The TA for Institutional Strengthening in the area of tariff regulation and the development of a new strategic and operational plan (undertaken in 2020) was totally virtual because of COVID-19 pandemic. One of the threats identified by the EVT during the analysis was the gaps in legislation which impeded aspects of the work to be completed by the NURC. Further, there was a lack of the required expertise on the Commission and among the Secretariat staff. While there is a working relationship between the WASCO and the NURC, there is low trust in the NURC's ability to regulate the tariffs and delivery of services in the areas of water, sanitation and energy, because of the lack of expertise. The conditions to sustain the institutional change have worsened in St. Lucia with only two of the staff members who received training still at the organisation. As a result, the establishment of a new regulatory body the transition from a single sector regulator to a multi-sector regulator has not been fully achieved.

Attention should be given to the financial position and sustainability of many urban water utilities in the Caribbean, which are the primary agencies providing drinking water to most of the BMC populations. Despite relatively high access to piped water by global standards, available data indicates that earnings are often inadequate.⁴⁵ As shown in Table 6 below, six out of eleven water utilities report negative earnings before interest, taxes, depreciation, and amortization (EBITDA). This indicates that current tariffs are insufficient to support sustainable operation and maintenance levels. This concern has also been highlighted in the IDB's Caribbean Water Study⁴⁶ :“It is clear from the Caribbean Water Study as well as other initiatives by the CDB and IDB that many water utilities are in a poor financial position, and more worryingly, many do not know how they are performing.” Table 6: Selected Results of Benchmarking Water Utilities in the Caribbean⁴⁷

⁴⁵ See table 6

⁴⁶ Regional Strategic Action Plan for the Water Sector in the Caribbean to Develop Resilience to the Impacts of Climate Change, August 2021 - Version 2. Pg16.

⁴⁷ It should be noted that some of the data shown in the table is several years old. Note in the table:

- EBITDA: Earnings before interest, taxes, depreciation, and amortization.
- m3 x '000: Thousands of cubic meters.
- Net income margin: Net income margin measures the profitability of a water utility. It is calculated as net income divided by revenues.
- Return on Assets: Return on assets measures the return obtained on all the assets entrusted to the enterprise. This is calculated by dividing net income by total assets. WSC: Water and Sewerage Corporation;
- BWA: Barbados Water Authority;
- BWS: Belize Water Services;
- WAC: Water Authority – Cayman;
- DOWASCO: Dominica Water and Sewerage Company;
- NAWASA: National Water & Sewerage Authority;
- GWI: Guyana Water Incorporated;
- NWC: National Water Commission;

Utility	Jurisdiction	Number of Water Customers	Annual Volume of Water Billed in m3 x '000	EBITDA	Net Income Margin	Return on Assets
WSC (2015)	Bahamas	59,001	14,343	-46%	-80%	-11%
BWA (2018)	Barbados	110,855	144,128	16%	-11%	-2%
BWS (2020)	Belize	62,104	12,595	34%	7%	1%
WAC (2019)	Cayman	N/A	N/A	33%	26%	9%
DOWASCO (2020)	Dominica	23,821	6,138	25%	-11%	-1%
NAWASA (2018)	Grenada	N/A	N/A	19%	22%	7%
GWI (2020)	Guyana	174,496	52,000	11%	8%	2%
NWC (2020)	Jamaica	380,478	79,600	-2%	-19%	-7%
WASCO (2016)	Saint Lucia	47,917	8,456	22%	8%	5%
SWM (2017)	Suriname	131,711	28,442	12%	-4%	-1%
WASA (2020)	Trinidad and Tobago	387,178	187,656	-237%	-111%	-6%

Source: Data extracted from 'Caribbean Water Study, Inter-American Development Bank - Water and Sanitation Division November 2021'. TECHNICAL NOTE No IDB-TN-2320

Jamaica Agricultural Development Projects

For the agricultural projects in Jamaica, short to medium term sustainability is facilitated by training, the acquisition of equipment through the asset matching scheme, and the ownership through leasing of land programme.

Longer-term sustainability is one of the main aims of the Agro Parks⁴⁸ which is the umbrella institutional structure for this project and a key initiative that is being strategically implemented across Jamaica⁴⁹ to facilitate the following:

- Promotion of public private partnership investments;
- Promote efficiency in resource allocation and utilization – thus reduction in costs;
- Improved economies of scale – e.g. in the procurement of goods and services;
- Improved market access;

-
- WASCO: Water and Sewerage Company Inc.
 - SWM: Suriname Water Company;
 - WASA: Water and Sewerage Authority.

⁴⁸ Agro Parks seeks to integrate all facets of the agricultural value chain from pre-production to production, post harvesting and marketing. <https://www.nicjamaica.com/goj-agro-parks-initiative/>

⁴⁹ By the National Irrigation Commission Limited. *ibid*

- Promote and encourage sustainability;
- Create long term and seasonal employment;
- Create focal points for agricultural development.

The Government of Jamaica (GoJ) envisions providing individuals with opportunities not only in farming but also in various roles within the agro-processing industry. The community engagement strategy has been instrumental in helping the community grasp this vision and understand their roles in realizing it.

Environmental and social factors that may impact on project sustainability are identified at the Appraisal stage, elaborated at the project design stage via Environmental and Social Impact Assessment (ESIA) Reporting, with follow-up monitoring during project supervision visits. Environmental impacts are identified and mitigation measures to address and limit impacts are stipulated. Social impact analysis is included in the ESIA and community consultation and surveys used to identify potential impacts and mitigation measures.

Sanitation and wastewater. Sanitation and wastewater are given a low weighting in the overall portfolio of CDB projects. Furthermore, insufficient data⁵⁰ and information in general on sanitation and wastewater makes it difficult to make an assessment of sustainability. Sanitation and wastewater are referenced in sector strategies and documents, but follow-up action to address needs in this area are generally lacking.

Conclusions

The Bank's support to BMCs in ensuring the sustainability of sector projects has been notable but is accompanied by several challenges. While the Bank has effectively engaged relevant stakeholders and fostered a sense of ownership among beneficiaries, and has forged partnerships with key players like local authorities, civil society organizations, the private sector, and donors, the sustainability of these projects extends beyond these efforts.

Project Focus and Sustainability: Most of the Bank's support is project-focused with a short to medium-term horizon. Although sustainability is considered at the appraisal stage, it is addressed only to a limited extent. The integration of tools and responsibilities from other Bank units, such as the Economics and Legal Departments, could enhance the effectiveness of sustainability measures during the operational phase.

Awareness and Capacity Building: The Bank has been successful in raising awareness about sustainability issues and providing capacity-building support. However, achieving long-term sustainability requires more than fostering a sense of ownership. It necessitates national-level commitment, adequate funding, and a mature institutional and policy framework, which remain underdeveloped in many countries.

⁵⁰ Refer discussion on this in Section 4.6.1 and 4.6.2

Regional Coordination: The Bank’s regional projects and activities generally facilitate effective dialogue and learning among stakeholders. Nevertheless, variations in internal capacity, sector policy, and governance across BMCs impact the overall effectiveness of these efforts.

Multi-Stakeholder Approach: The complexities of achieving long-term sustainability in the water sector underscore the importance of a multi-stakeholder approach. Effective solutions involve collaboration among governments, water utilities, civil society, and international development partners. The Bank can play a critical role as a key stakeholder in these collaborative efforts. However, addressing the broader challenges of water sustainability requires a coordinated approach that extends beyond the capabilities of a single organization.

6.6 Additional Findings of specific importance

This section delves into specific findings that, while related to aspects of relevance and efficiency, do not necessarily align with the evaluation questions outlined above. These findings have emerged as significant through discussions with stakeholders, as well as through broader desk reviews and further investigations.

6.6.1 Lack of Data

The WHO/UNICEF Joint Monitoring Programme (JMP) produces internationally comparable estimates of progress on drinking water, sanitation and hygiene (WASH) and is responsible for monitoring the Sustainable Development Goal (SDG) targets related to WASH. The data shown in Table 7 and 8 below is extracted from the recent reporting up to the year 2021. The report has established a global baseline for access to clean water and sanitation services.

The data shows that access to piped water is relatively high for the Caribbean countries overall. The data also highlights the urban - rural divide, with rural populations having lower levels of access to piped water, and water from non-piped sources.

The data on access to sanitation shows a low level of sewer connection in urban areas, and relatively high use of septic tanks systems. In rural areas there is still a relatively high reliance, in some countries, on non-flush latrines.

A notable finding from this global survey is the lack of data reporting from many Caribbean countries, as highlighted by the data gaps in Table 7 below. This issue is particularly evident in rural data reporting. In contrast, countries with significantly lower socio-economic status and more challenging water and sanitation issues, such as Zambia, Zimbabwe, and Papua New Guinea⁵¹, manage to provide comprehensive

⁵¹ This can be verified by looking at country progress on “Progress on household drinking water, sanitation and hygiene 2000-2020: five years into the SDGs. WHO/UNICEF Joint Monitoring Programme for Water Supply, Sanitation and Hygiene. WHO & UNICEF 2021”

reports on their status. This discrepancy may indicate a lower priority assigned to data collection and reporting in the Caribbean region, a view supported by interviews with regional bodies.

Box 3- Measuring Access to Sanitation

“The ... critical issue is the near-total lack of information for indicators beyond the most straightforward and minimum required. Very few official household surveys ask questions about service continuity or take water samples to run water quality tests. In the case of sanitation, it is very rare to find questions about hygiene practices or the handling of individual sanitation solutions, such as types and frequency of maintenance performed on septic tanks or latrines. The lack of information about these aspects of water and sanitation services is problematic because it prevents the sector from having a comprehensive diagnosis of where it is in the development process and how far it is from achieving the SDGs”

Ref Water and Sanitation Services in Latin America: Access and Quality Outlook, IDB TECHNICAL NOTE N°IDB-TN-2177, Nov 2021. Pg 10.

The IDB Caribbean Water Study⁵² requested key performance indicators for water utilities in order to assess how utilities were performing in relation to their peers. All utilities were contacted for the purposes of the data collection exercise, and received the same data requests, however only eleven utilities responded to this request. The Study noted that *‘the information provided by the utilities varied widely. In general, those utilities that provided more and better data perform better’*.⁵³ A sample of the performance data collected and published in the IDB Water Study is shown in Table 6 (Section 6.5).

Data reporting challenges exist also at the urban/utility level. The IDB Study was the first attempt to initiate a region-wide utility performance benchmarking exercise.⁵⁴ The benefits of utility benchmarking are well understood internationally and summarised in the textbox below.

⁵² Caribbean Water Study, Inter-American Development Bank - Water and Sanitation Division November 2021. TECHNICAL NOTE No IDB-TN-2320

⁵³ Ibid. Refer pg 9 section 1.1.1

⁵⁴ By comparison, the Pacific islands region, under the Pacific Water and Wastewater Association (PWWA, comparable to the Caribbean’s CWWA) started benchmarking of its water utilities in 2010 based on the tools and instruments of the international Benchmarking of Water and Sanitation Utilities of the World Bank (IBNET) to collect data. The benchmark data is published annually for all utilities through the PWWA .

Box 4 - Benefits of Utility Benchmarking for the Caribbean Region:

- Provides a mechanism for better information collection and decision making within utilities;
- Assists in the improvement of operational efficiency and financial performance of utilities;
- Helps utilities identify areas for improvement and develop performance improvement plans;
- Promotes transparency, knowledge sharing and learning between utilities in the region.

Challenges and Limitations:

- Developing appropriate benchmarks for diverse utilities can be challenging;
- Ensuring consistent and reliable data collection across all utilities;
- Need for training and support to increase understanding of benchmarking among utility staff;
- Requires full engagement and participation from all utilities in the benchmarking process.

A project at the pilot stage by the IDB called *Aqua Rating*⁵⁵ is currently underway with the aim of collecting data to assess water utility performance using standard international indicators. *Aqua Rating* was originated in 2008 by the IDB and developed in close collaboration with the International Water Association (IWA), with the main goal of strengthening the water and sanitation sector. Since *Aqua Rating* has been going for 16 years now, it would appear to have limited buy-in from many of the Caribbean water utilities.

⁵⁵ <https://aquarating.org/en/>. Aqua Rating collects data from 90 utilities worldwide.

Table 7: Selected Country Data from JMP – Access to Water (by % of population)

Country	Year	National			Rural			Urban		
		Access on premises	Piped	Non Piped	Access on premises	Piped	Non Piped	Access on premises	Piped	Non Piped
Anguilla	2015	88	-	-	-	-	-	88		
	2017	88	-	-	-	-	-	88		
Bahamas	2015	98	97	2	-	-	-	--	-	-
	2019	98	97	2	-	-	-	-	-	-
Barbados	2015	98	99	<1	-	-	-	-	-	-
	2020	98	99	<1	-	-	-	-	-	-
Belize	2015	95	83	15	93	75	22	98	93	7
	2020	97	87	13	96	79	20	98	96	4
Dominica	2015	81	94	1	-	-	-	-	-	-
	2017	81	94	1	-	-	-	-	--	-
Dominican Republic	2015	93	80	17	78	64	27	97	85	14
	2020	95	81	16	80	66	26	98	84	14
Grenada	2015	90	92	4	-	-	-	-	-	-
	2017	90	92	4	-	-	-	-	-	-
Guyana	2015	94	65	31	91	58	37	>99	86	14
	2020	94	65	31	92	58	38	>99	87	13
Jamaica	2015	83	82	14	72	70	23	93	92	6
	2020	84	83	13	72	73	21	93	91	7
Saint Kitts & Nevis	2015	98	98	<1	-	-	-	-	-	-
	2017	98	98	<1	-	-	-	-	-	-
Saint Lucia	2015	93	95	2	93	95	2	93	98	<1
	2020	94	97	2	94	96	2	94	98	<1
Trinidad and Tobago	2015	98	91	8	-	-	-	-	-	-
	2020	99	93	7	-	-	-	-	-	-

Table 8: Selected Country Data from JMP – Access to Sanitation (%of population using improved sanitation facilities - by type)

Country	Year	National			Rural			Urban		
		Latrines & other	Septic Tanks	Sewer Connection	Latrines & other	Septic Tanks	Sewer Connection	Latrines & other	Septic Tanks	Sewer Connection
Anguilla	2015	4	94	1	-	-	-	4	94	1
	2017	4	94	1	-	-	-	4	94	1
Bahamas	2015	<1	77	21	-	-	-	-	-	-
	2019	<1	77	21	-	-	-	-	-	-
Barbados	2015	88	7	3	-	-	-	-	-	-
	2020	92	4	3	-	-	-	-	-	-
Belize	2015	28	59	9	43	51	<1	9	69	20
	2020	25	64	9	39	56	<1	8	73	18
Dominica	2015	9	61	13	-	-	-	-	-	-
	2017	9	61	13	-	-	-	-	-	-
Dominican Republic	2015	18	57	20	39	46	5	13	60	24
	2020	11	69	16	31	57	3	17	71	19
Grenada	2015	28	59	7	-	-	-	-	-	-
	2017	28	59	7	-	-	-	-	-	-
Guyana	2015	29	64	2	36	59	<1	10	79	8
	2020	27	66	2	34	61	<1	9	81	8
Jamaica	2015	52	25	22	74	19	6	34	29	35
	2020	51	25	23	74	19	6	34	29	36
Saint Kitts & Nevis	2015	2	87	7	-	-	-	-	-	-
	2017	2	87	7	-	-	-	-	-	-
Saint Lucia	2015	7	82	5	8	82	4	2	82	11
	2020	7	82	5	8	82	4	5	82	11
Trinidad and Tobago	2015	6	73	20	-	-	-	-	-	-
	2020	6	73	20	-	-	-	-	-	-

Source: "Progress on household drinking water, sanitation and hygiene 2000-2020: five years into the SDGs". WHO/UNICEF Joint Monitoring Programme for Water Supply, Sanitation and Hygiene. WHO & UNICEF 2021.

Table 9: Selected Results of Benchmarking Water Utilities in the Caribbean⁵⁶

Utility	Jurisdiction	Annual Revenues in USD million	Number of Water Customers	Annual Volume of Water Billed in m3 x '000	% NRW	Staff per 1,000 conn	EBITDA	Net Income Margin	Return on Assets
WSC (2015)	Bahamas	46	59,001	14,343	37	7.4	-46%	-80%	-11%
BWA (2018)	Barbados	66	110,855	144,128	45	6.7	16%	-11%	-2%
BWS (2020)	Belize	25	62,104	12,595	20	4.4	34%	7%	1%
WAC (2019)	Cayman	42	N/A	N/A	N/A	N/A	33%	26%	9%
DOWASCO (2020)	Dominica	8	23,821	6,138	53	6.7	25%	-11%	-1%
NAWASA (2018)	Grenada	13	N/A	N/A	26	5.3	19%	22%	7%
GWI (2020)	Guyana	37	174,496	52,000	68	7.1	11%	8%	2%
NWC (2020)	Jamaica	218	380,478	79,600	73	4.8	-2%	-19%	-7%
WASCO (2016)	Saint Lucia	21	47,917	8,456	56	6.1	22%	8%	5%
SWM (2017)	Suriname	19	131,711	28,442	31	6.5	12%	-4%	-1%
WASA (2020)	Trinidad and Tobago	104	387,178	187,656	50	12.5	-237%	-111%	-6%

Source: Ref: Caribbean Water Study, Inter-American Development Bank - Water and Sanitation Division November 2021. TECHNICAL NOTE No IDB-TN-2320

⁵⁶ Note:

EBITDA: Earnings before interest, taxes, depreciation, and amortization

m3 x '000: Thousands of cubic meters

NRW: Non Revenue Water (includes water leakage, and unaccounted for water)

Staff per 1,000 conn: Utility staff per 1,000 pipe connections (customers). This is a common measure of staffing efficiency

Net income margin: Net income margin measures the profitability of a water utility. It is calculated as net income divided by revenues.

Return on Assets: Return on assets measures the return obtained on all the assets entrusted to the enterprise.

This is calculated by dividing net income by total assets

6.6.2 Reduced Focus on Sanitation/Wastewater

Among the 47 projects in the portfolio, only two are dedicated specifically to wastewater, while three others incorporate some sewerage or sanitation activities. Data on sanitation is also limited (see Table 8), underscoring the gap in access between water and sanitation services.

Households often lack sewer connections primarily due to the costs associated with connecting to a sewer system.⁵⁷ Additionally, there is minimal information on the frequency with which households empty their septic tanks or latrines, or how the waste is disposed of.⁵⁸

Sanitation is frequently treated as a secondary consideration. While the phrase "water and sanitation services" appears in strategies and reports, these documents often provide limited details or substantive information on sanitation. The Regional Strategic Action Plan (RSAP) for the Caribbean Water Sector briefly mentions the impact of climate change on sanitation and wastewater but does not address it further.

A report by KM Advisors, commissioned by the IDB, evaluates the performance of the Caribbean water and sanitation sector, including the effects of COVID-19 and the resilience of water utilities to natural disasters. This report complements earlier studies by the IDB and CDB on water utility performance.⁵⁹

The RSAP identifies six core problems for the sector, none of which specifically address sanitation or wastewater. Often, sanitation data is conflated with water data, obscuring its actual status, as illustrated by Table 10, which reproduces Table 4 from the Bank's 'Development Effectiveness Review 2021.' In projects where wastewater is included in the scope, it is frequently the component that is cut when budget constraints arise (see Box 5).

Box 5 – Impact of Budget Constraints on Project Outcomes: Case of Jimmit Wastewater Treatment Plant

"However, because the project budget is insufficient to complete all planned infrastructure works, the targets for some outcome indicators may be reduced. **The construction of the wastewater treatment plant in Jimmit is not likely to be implemented under this Project. Hence, planned outcome of reduced water pollution in the project area of Jimmit is not expected to be achieved under the project.**

Ref Project Supervisory Report, Water Sector Strategic Project –Dominica, Period: 1/1/2023 - 12/31/2023

In the following example, when wastewater management is part of a project scope, it is often the first component to be eliminated if budget constraints arise. Although the Water and Sanitation Sector Policy

⁵⁷ Ref Water and Sanitation Services in Latin America: Access and Quality Outlook, IDB TECHNICAL NOTE N°IDB-TN-2177, Nov 2021. Includes data from 18 countries in Central America, South America and Caribbean.

⁵⁸ *ibid*

⁵⁹ Regional Strategic Action Plan (RSAP) for the Water Sector in the Caribbean to Develop Resilience to the Impacts of Climate Change, Second Implementation Plan - Regional Level Responses, August 2021. pg9.

(still pending) highlights the significance of household access to improved wastewater facilities, this aspect frequently faces challenges in project implementation:

“The first objective is to have at a minimum all households discharging wastewater to an improved on-site system or a municipal wastewater system and to have all existing wastewater treatment plants discharging effluent to a defined and regulated standard”.

Table 10: Example of Conflating Sanitation with Water

Indicator	Progress/ Results 2021	Actual Results 2020-2021	Projected 2020-2024	Progress/Results to date (actual/projected) %
Water and sanitation				
7. Water: Installed water capacity (cubic metres per day)	178.8	1,642.6	30,000	 5%
- Urban	-	-	18,000	
- Rural	178.8	1,642.6	8,780	
[SDG 6.1 and 6.2]				
8. Water: Supply lines installed or upgraded [length of network in kilometres (km)]			200	 36%
- Urban	0.5	72.7	100	
- Rural	0.5	0.5	100	
[SDG 6.1 and 6.2]	-	72.2		
9. Water: Households with access to improved sanitation and water supply (number)	55,423	56,690	50,000	 113%
- Urban	53,423	53,500	28,000	
- Rural	1,923	3,190	22,000	
[SDG 6.1 and 6.2]				

7 Overarching EQ

To what extent have the CDBs projects in the Water Sector contributed to improving the lives of citizens in BMCs?

Based on the previous sections of this report, the evaluation shows that the Caribbean Development Bank's (CDB) projects in the water sector have significantly enhanced the quality of life for citizens across Caribbean countries in various ways.

The Water Sector Strategic Project in Dominica is progressing well towards enhancing the efficiency and climate resilience of water supply and distribution infrastructure, improving wastewater treatment systems, and boosting the operational capacity of the national water utility. These improvements will provide more reliable and climate-resilient access to clean water, directly benefiting 20,924 households. Similarly, the Sixth Water (Vieux Fort Water Supply Redevelopment) Project in Saint Lucia is on track to upgrade water supply and wastewater infrastructure, benefiting an additional 3,000 to 4,000 households in Vieux Fort.⁶⁰

In Jamaica, the Rural Water Project, although well-targeted, has faced delays and contractual issues, leading to increased costs and a reduction in scope. Despite these challenges, the revised project scope will still contribute to improved water availability for seven rural and peri-urban communities with a combined population of approximately 180,000. The project's impact will be more limited compared to the initial targets but will still provide valuable benefits.

The Bank's support has effectively improved water availability for citizens in the BMCs and built local capacity where needed. However, it is crucial for governments and key institutions in the BMCs to continue maintaining service levels to ensure long-term benefits for their citizens.

In the agriculture sector, the Bank's support aligns well with national priorities, assisting communities and farmers in adapting to climate change and transitioning to more viable cash crops. The Jamaica Agricultural Development projects are progressing as planned, with beneficiaries expressing enthusiasm and optimism about their improved livelihoods.

Beyond infrastructure, the Bank has supported capacity-building initiatives that enhance skills, contribute to regional policy development, and promote collaboration. The Bank's effective partnership with regional organizations helps maximize synergies and avoid overlaps. Technical assistance funding fosters regional dialogue, keeping BMCs connected and building long-term relationships. The Bank also plays a crucial leadership role, providing influence beyond the region.

The Bank's portfolio includes 13 regional projects in the Education and Training Focal Area, addressing a range of activities from conference sponsorship to developing strategic and governance frameworks for effective water and sanitation sectors. While the impact of these projects may be less immediately visible, investing in better governance and water sector institutions generally leads to improved service delivery and underscores the importance of governance for sustainable water management and equitable access.⁶¹

⁶⁰ Sixth Water (Vieux Fort Water Supply Redevelopment) Project, St Lucia. Project Supervision Report 31/12/2023

⁶¹ https://www.researchgate.net/publication/307607639_Governance_and_Water_Service_Delivery_in_Senegal

The previously cited IDB Study highlights that utilities providing more comprehensive data tend to perform better. Strong governance mechanisms foster accountability and transparency, and utilities that demonstrate a commitment to data reporting are better positioned to deliver effective services.⁶²

Overall, CDB's water and sanitation projects have delivered tangible improvements in water access, quality, and management across the Caribbean, benefiting the lives of citizens in its member countries. The long-term impact of the Bank's water sector engagement will depend on the financial stability and sustainability of both rural and urban water utilities and their ability to identify appropriate strategies to cover capital and operating expenses.

Unpacking Water Governance: A Framework for Practitioners, March 2020. <https://www.mdpi.com/2073-4441/12/3/827> . Also <https://www.gdn.int/research/governance-service-delivery> . There are many other studies supporting this argument.

⁶² Caribbean Water Study, Inter-American Development Bank - Water and Sanitation Division November 2021. TECHNICAL NOTE No IDB-TN-2320. Refer pg 9 section 1.1.1

8 Recommendations

Recommendation 1. Enhance Regional Data Collection and Benchmarking for the Water Sector

Relates: Efficiency (EQ2 & EQ4)

Description/Context: The current state of data collection and reporting in the water sector across the Caribbean is inadequate, reflecting a low prioritization of data as a critical management tool. Improved data collection and usage are essential for effective planning, identifying organizational strengths and weaknesses, and driving improvements. Enhancing data practices can also strengthen regional cooperation and strategic positioning.

Suggestions for implementation:

Strengthen Data Reporting Systems:

- **Support Regional Reporting:** Support Caribbean countries in enhancing their data reporting to global monitoring programs, such as the WHO/UNICEF Joint Monitoring Programme, to ensure comprehensive and consistent data on water and sanitation services.
- **Facilitate Household Surveys:** Assist BMCs in conducting national and household-level surveys to collect detailed information on sanitation practices and needs, closing data gaps and informing better planning and policy decisions.

Implement Benchmarking and Performance Monitoring:

- **Develop Regional Performance Indicators:** Support the creation of a standardized set of performance indicators for water utilities, based on international best practices. This will enable regional and international comparisons and help identify performance trends and areas for improvement.
- **Regional Benchmarking Program:** Establish a regional program for benchmarking water utility performance to foster transparency and drive performance improvements.

Promote Knowledge Exchange:

- **Establish Partnerships with External Agencies:** Explore the formation of formal and informal partnerships with water sector agencies outside the Caribbean, such as the Pacific Water and Wastewater Association. These partnerships can facilitate the exchange of knowledge and experiences, particularly in data collection, utilization, and reporting practices.

Recommendation 2. Prioritize and Invest in Sanitation and Wastewater Management

Relates: Relevance (EQ1)

Description/Context: Address the significant gap between water and sanitation services by increasing investment in sanitation and wastewater projects.

Suggestions for implementation:

Enhance Investment in Sanitation Projects:

- **Increase Funding:** Allocate greater resources and focus to sanitation and wastewater management projects, recognizing their critical role in closing the service gap and improving overall public health.
- **Integrate Sanitation into Planning:** Ensure that sanitation and wastewater considerations are integral parts of project planning and execution, alongside water supply initiatives.

Improve Data and Understanding:

- **Conduct Household Surveys:** Support the implementation of comprehensive household-level surveys to gather detailed data on sanitation practices and needs. This will help to identify gaps, tailor interventions, and inform future investments.
- **Close Data Gaps:** Address deficiencies in existing data, such as those identified in the Joint Monitoring Programme (JMP), to improve planning and decision-making.

Strengthen National and Regional Coordination:

- **Collaborate with Stakeholders:** Work with national governments and regional bodies to enhance focus and coordination on sanitation and wastewater management.
- **Promote Knowledge Sharing:** Encourage the exchange of best practices and experiences related to sanitation and wastewater management among Caribbean countries and with international partners.

Recommendation 3. Enhance Timeliness of CDB Responses

Relates: Efficiency (EQ2)

Description/Context: (a) Delays attributable to Bank processes. Improve the efficiency and effectiveness of project implementation by addressing delays in Bank processes and decision-making.

Suggestions for implementation:

Streamline Communication and Guidance:

- **Clarify Timelines:** Provide clear, consistent guidance to Borrowing Member Countries (BMCs) regarding appraisal timelines and response time limits to set clear expectations and improve project scheduling.
- **Improve Approval Mechanisms:** Ensure that formal feedback and approvals are expedited to reduce delays in project implementation.

Address Internal Process Issues:

- **Cover for Staff Absences:** Implement a system to cover staff on leave to maintain continuity and avoid delays in decision-making and approvals.
- **Review Tender Requirements:** Review CDB tender requirements to allow more flexibility for local bidders from smaller countries. This can lead to more cost-efficient bids and better incorporation of local expertise.

Strengthen Regional Coordination:

- **Enhance Regional Collaboration:** Increase support for regional activities and partnerships, such as with the Caribbean Water and Wastewater Association (CWWA), to promote learning, coordination, and consistency across the sector.
- **Standardize Support:** Provide more standardized, long-term support for regional initiatives to ensure sustained effectiveness and collaboration.

Set Realistic Timelines:

- **Assess Readiness and Context:** Develop more realistic project timelines by understanding the readiness and specific contexts of BMCs. This will help set achievable deadlines and improve overall project success..

Recommendation 4. Strengthen the Sustainability of Water Utilities

Description/Context: (b) Delays attributable to Bank processes. Stakeholders understand that projects need to include environmental and social assessments. However, the strong emphasis on Environmental and Social Impact Assessments (ESIA) imposes complex reporting requirements, especially for small-scale rural water projects.⁶³

Suggestions for implementation:

- Develop a more tailored and flexible approach streamlined and appropriate to ESIA format, especially in the case of rural projects serving relatively small populations. This will reduce reporting burdens and make the assessment process more manageable for smaller projects.

Recommendation 5. Delays attributable to Project Preparation by BMCs

Relates: Efficiency (EQ2)

Description/Context: Delays in project preparation are attributed to some elements within BMCs including limited capacity in certain areas, or to the differences in national systems and procedures

Suggestions for implementation:

Improve Project Scoping and Design:

- **Comprehensive Scoping and Design:** Ensure that project scoping and preliminary designs are thorough and detailed to prevent costly changes and delays during the later stages of the project. This includes addressing all potential issues and options upfront to facilitate smoother project execution.

Encourage Local Expertise:

⁶³ This is further detailed in Annex iii Case Study for the Jamaica Rural Water Project

- **Involve Local Firms:** Promote the involvement of local consulting and contracting firms in project preparation. Their familiarity with the local regulatory and technical environment will enhance project relevance and efficiency, and help in addressing specific local challenges effectively.

Allow Sufficient Project Timelines:

- **Realistic Timelines:** Allocate adequate time for project preparation to ensure that all aspects are carefully considered. This will help in identifying potential issues early on and developing robust solutions, thereby reducing the likelihood of delays during implementation.

Recommendation 6. Greater Focus on Sustainability of Water Utilities

Relates: Sustainability (EQ5)

Description/Context: The findings indicate that sustainability is a concern for rural water and urban water sector in many BMCs. For the urban water sector as a whole, many utilities run a negative cash flow which is likely to impact their ability to maintain levels of service in the medium to longer term. This suggests tariffs are too low to fund sustainable levels of operation and maintenance

Suggestions for implementation:

- Sustainability needs greater focus at the Appraisal and Design stages. There is a need for improved utilization of the tools and responsibilities of other units within the Bank, such as the Economics and Legal Departments, to effectively tackle the sustainability challenges identified during the appraisal phase that arise during the operational phase;
- Address sustainability concerns for rural and urban water sector projects, as many utilities run a negative cash flow which is likely to impact their ability to maintain service levels in the medium to longer term. This may involve enhancing utility financial management strategies (with appropriate tariff-setting as one possible solution among others), supporting institutional and capacity-building measures, and strengthening data collection through benchmark performance monitoring.

Appendices

Appendix 1 Management Response

Narrative:

Management is pleased to receive this evaluation of CDB's work in the Water Sector as it will help to inform ongoing work on the updated Water and Wastewater Policy and Strategy for the Bank. We note that solid waste management was not included in the evaluation exercise and, therefore, that references to sanitation are taken to refer to wastewater management only. We appreciate the acknowledgement of tangible improvements in the sector as a result of projects and initiatives financed or supported by the Bank. However, we had hoped, in some instances, for more specific recommendations and note that it can be difficult to generalise given the relatively small sample of projects (9) that was assessed in detail. Consequently, we do not agree with some of the suggested recommendations but will continue to pursue improvement in the Bank's processes and systems in support of our work in the sector.

Recommendation n. 1 - Enhance Regional Data Collection and Benchmarking for the Water Sector

Relates: Efficiency (EQ2 & EQ4)

Description/Context: The current state of data collection and reporting in the water sector across the Caribbean is inadequate, reflecting a low prioritization of data as a critical management tool. Improved data collection and usage are essential for effective planning, identifying organizational strengths and weaknesses, and driving improvements. Enhancing data practices can also strengthen regional cooperation and strategic positioning.

Suggestions for implementation:

Strengthen Data Reporting Systems:

- (a) Support Regional Reporting: Support Caribbean countries in enhancing their data reporting to global monitoring programs, such as the WHO/UNICEF Joint Monitoring Programme, to ensure comprehensive and consistent data on water and sanitation services.
- (b) Facilitate Household Surveys: Assist BMCs in conducting national and household-level surveys to collect detailed information on sanitation practices and needs, closing data gaps and informing better planning and policy decisions.

Implement Benchmarking and Performance Monitoring:

- (c) Develop Regional Performance Indicators: Support the creation of a standardized set of performance indicators for water utilities, based on international best practices. This will enable regional and international comparisons and help identify performance trends and areas for improvement.

- (d) **Regional Benchmarking Program:** Establish a regional program for benchmarking water utility performance to foster transparency and drive performance improvements.

Promote Knowledge Exchange:

- (e) **Establish Partnerships with External Agencies:** Explore the formation of formal and informal partnerships with water sector agencies outside the Caribbean, such as the Pacific Water and Wastewater Association. These partnerships can facilitate the exchange of knowledge and experiences, particularly in data collection, utilization, and reporting practices.

Management Response (*Accepted/Accepted but Modified/Rejected*)

1a – Support Regional Reporting - Accepted.

1b – Facilitate Household Surveys - Accepted but modified.

1c – Develop Regional Performance Indicators – Accepted.

1d – Regional Benchmarking Program – Accepted.

1e – Establish Partnerships with External Agencies – Accepted but modified

Management Comments:

1a – Support Regional Reporting: We are working through bodies such as the Implementation Monitoring Committee (IMC) for the Regional Strategic Action Plan for Building Climate Resilience in the Water Sector (RSAP), to promote regional reporting and facilitate coordinated data collection. The pending update of the RSAP will provide an opportunity to provide financial support to address gaps in areas such as data collection.

1b – Facilitate Household Surveys: A sectoral focus using national and household level surveys is likely to be inefficient. CDB already assists BMCs’ Central Statistical Offices in conducting surveys which collect data, including on water and sanitation, at differing levels of detail. The Bank will continue to work through its Enhanced Country Poverty Assessment (ECPA) programme, and countries’ Survey of Living Conditions and Labour Force Survey to close data gaps.

1c – Develop Regional Performance Indicators: CDB is already in discussions with International Financial Institution (IFIs) and regional partners through bodies such as the RSAP-IMC on this recommendation. Internally, the selection of these indicators will need to inform, and be coordinated with, the upcoming 2025 revision of CDB’s Strategic Plan.

1d – Regional Benchmarking Program: CDB developed its WaterRISK tool in 2019, which is a benchmarking tool for determining climate resilience in the water sector. Awareness of the tool both internally and externally needs enhancement. Both the World Bank and the Inter-American Development (IDB) have utility performance benchmarking tools which may be leveraged through the ongoing partnerships with these entities. IDB also sponsored a regional water utility benchmarking study that CDB proposes to update and expand to encompass all its BMCs.

1e – Establish Partnerships with External Agencies: Partnerships of the type described are best undertaken as peer-to-peer relationships through existing entities such as the Caribbean Water and Wastewater Association (CWWA) or the Caribbean Water and Sewerage Association (CAWASA). These regional water sector agencies are already pursuing similar relationships and, where feasible and aligned with the Bank’s strategy/ policies, the Bank will support the formation and maintenance of formal

<p>partnerships with water sector agencies/ bodies outside the Caribbean, such as the Pacific Water and Wastewater Association.</p>
<p>Commitments/Action Plans</p> <p>(a) Identify a regional sectoral focal point and provide financial support either to that entity or directly to the BMCs to assist them in filling the data gaps in reporting platforms such as the SDG6 Data Portal https://www.sdg6data.org/en/node/1 and to maintain the Summary BMC Water and Wastewater Profiles currently being developed by CDB.</p> <p>(b) Agree with clients, regional partners (through the RSAP-IMC), and internally among business units, on other non-IBNET key indicators at both the output and outcome level.</p> <p>(c) Update and expand the IDB Caribbean Water Study (2021) which covered 11 of CDB’s member countries in the region.</p>
<p>Responsibility:</p> <p>Department: Projects</p> <p>Division / Office: Economic Infrastructure Division (EID)</p>
<p>Target Completion Date: 31/12/2027</p>

<p>Recommendation n. 2. Prioritize and Invest in Sanitation and Wastewater Management</p> <p>Relates: Relevance (EQ1)</p> <p>Description/Context: Address the significant gap between water and sanitation services by increasing investment in sanitation and wastewater projects.</p> <p>Suggestions for implementation:</p> <p>Enhance Investment in Sanitation Projects:</p> <p>(a) Increase Funding: Allocate greater resources and focus to sanitation and wastewater management projects, recognizing their critical role in closing the service gap and improving overall public health.</p> <p>(b) Integrate Sanitation into Planning: Ensure that sanitation and wastewater considerations are integral parts of project planning and execution, alongside water supply initiatives.</p> <p>Improve Data and Understanding:</p> <p>(c) Conduct Household Surveys: Support the implementation of comprehensive household-level surveys to gather detailed data on sanitation practices and needs. This will help to identify gaps, tailor interventions, and inform future investments.</p> <p>(d) Close Data Gaps: Address deficiencies in existing data, such as those identified in the Joint Monitoring Programme (JMP), to improve planning and decision-making.</p> <p>Strengthen National and Regional Coordination:</p> <p>(e) Collaborate with Stakeholders: Work with national governments and regional bodies to enhance focus and coordination on sanitation and wastewater management.</p>

- (f) **Promote Knowledge Sharing:** Encourage the exchange of best practices and experiences related to sanitation and wastewater management among Caribbean countries and with international partners.

Management Response (*Accepted/Accepted but Modified/Rejected*):

- 2a – Increase Funding – Accepted but modified.**
- 2b – Integrate Sanitation Into Planning – Accepted.**
- 2c – Conduct Household Surveys – Accepted but modified.**
- 2d – Close data gaps – Accepted but modified.**
- 2e – Collaborate with Stakeholders – Accepted but modified.**
- 2f – Promote Knowledge Sharing – Accepted.**

Management Comments:

We assume that the reference to sanitation here is to wastewater only as the evaluation explicitly excluded solid waste management.

2a – Increase Funding: While resources are available for investment, the demand in this subsector has been limited. However, there is now some movement on viewing wastewater as a resource, which can contribute to both water security and food security. It is therefore an opportune time to increase advocacy with BMCs for investment in wastewater management as key to preserving and enhancing development gains.

2b – Integrate Sanitation Into Planning: The Operational Guidelines to be developed to support the New Water and Wastewater Policy and Strategy will provide formal guidance on how to integrate wastewater considerations into our different project types and processes.

2c – Conduct Household Surveys. CDB will continue to assist BMCs' Central Statistical Offices in conducting national and household-level surveys and, as part of those surveys, collect information on water and wastewater practices.

2d – Close Data Gaps: CDB is supportive of regional reporting and most importantly, the coordination of same with regional partners through bodies such as the RSAP-IMC. The pending update of the RSAP provides an opportunity to provide financial support to address gaps.

2e – Collaborate with Stakeholders: CDB will support the formation and maintenance of formal partnerships with water sector agencies outside the Caribbean, such as the Pacific Water and Wastewater Association, by regional agencies such as CWWA and CAWASA. CDB will continue to advocate with our clients regarding the benefits of addressing wastewater issues where appropriate as part of the preparation of individual Country Engagement Strategies (CESs). We will also continue to engage with and/ or support regional agencies, such as CWWA and CAWASA, in their work in this subsector.

2f – Promote Knowledge Sharing: CDB as part of its mandate to foster regional collaboration and integration is already supporting this recommendation through its support for CWWA and CAWASA and the RSAP-IMC.

Commitments/Action Plans:

- (a) **Increase advocacy on wastewater issues through regional entities (e.g., CAWASA) and as part of the CES process.**

(b) Agree with clients, regional partners (through the RSAP-IMC), and internally among business units, on other non-IBNET key indicators at both the output and outcome level.
(c) Develop as part of the Water and Wastewater Sector Operational Guidelines, guidance on the integration of wastewater management considerations in our processes and projects.
Responsibility: Department: Projects Division / Office: Business Development Unit of EID
Target Completion Date: 31/12/2028

Recommendation n. 3 - Enhance Timeliness of CDB Responses

Relates: Efficiency (EQ2)

Description/Context: Delays attributable to Bank processes. Improve the efficiency and effectiveness of project implementation by addressing delays in Bank processes and decision-making.

Suggestions for implementation:

Streamline Communication and Guidance:

- (a) Clarify Timelines: Provide clear, consistent guidance to Borrowing Member Countries (BMCs) regarding appraisal timelines and response time limits to set clear expectations and improve project scheduling.
- (b) Improve Approval Mechanisms: Ensure that formal feedback and approvals are expedited to reduce delays in project implementation.

Address Internal Process Issues:

- (c) Cover for Staff Absences: Implement a system to cover staff on leave to maintain continuity and avoid delays in decision-making and approvals.
- (d) Review Tender Requirements: Review CDB tender requirements to allow more flexibility for local bidders from smaller countries. This can lead to more cost-efficient bids and better incorporation of local expertise.

Strengthen Regional Coordination:

- (e) Enhance Regional Collaboration: Increase support for regional activities and partnerships, such as with the Caribbean Water and Wastewater Association (CWWA), to promote learning, coordination, and consistency across the sector.
- (f) Standardize Support: Provide more standardized, long-term support for regional initiatives to ensure sustained effectiveness and collaboration.

Set Realistic Timelines:

- (g) Assess Readiness and Context: Develop more realistic project timelines by understanding the readiness and specific contexts of BMCs. This will help set achievable deadlines and improve overall project success.

Management Response (*Accepted/Accepted but Modified/Rejected*):

3a – Clarify timelines – Rejected.

3b – Improve approval mechanisms – Accepted.

3c – Cover for staff absences – Rejected.

3d – Review Tender Requirements – Rejected.

3e – Enhance regional collaboration – Rejected.

3f – Standardize support - Rejected.

3g – Assess readiness and context - Accepted.

Management Comments:

3a – Clarify timelines: It would have been useful to have specifics on areas in which they were reported delays. Appraisal timelines will vary depending on the status and availability of information and are usually communicated to clients. Response and review timelines were introduced by the Director of Projects previously and will be reiterated to staff and communicated to clients. Upgrades to OP365 to gather data on procurement-related requests and responses have been budgeted for 2025 and will assist in tracking time taken to provide responses to no-objection requests from clients.

3b – Improve approval mechanisms: Management is already actioning this recommendation as evidenced by the further devolution of TA approval authority, and ongoing work to standardise aspects of project preparation.

- **3c – Cover for staff absences:** A system is already in place where managers provide cover to direct reports if another officer cannot be assigned.
- **3d – Review Tender Requirements:** Under CDB’s Procurement Guidelines, local firms are always able to participate in procurement provided they meet the qualifying standards, which are set by the BMCs in collaboration with CDB, per best practice standards. Where local firms are unable to qualify as individuals, partnerships are permitted. CDB has provided support to clients to assess the market where they require assistance in setting those criteria and will continue to be willing to assess whether adjustments are needed on a case-by-case basis.

3e – Enhance regional collaboration: The link between this recommendation and timeliness is not evident.

3f – Standardise support: The link between this recommendation and timeliness is not evident.

3g – Assess readiness and context: Management is undertaking an assessment of implementation conditions in BMCs which will assist in understanding the readiness and specific contexts of BMCs. It is expected that the outputs of this assessment will help in identifying reasonable timelines for project implementation activities. Internally, the rollout of the new Water and Wastewater Policy and Strategy will include role-appropriate training for staff to support better assessment of country context.

Commitments/Action Plans:

- (a) Review and communicate, internally and externally, review and response timelines.
- (b) Utilise OP365 to obtain procurement metrics.
- (c) Complete the Assessment of Implementation Conditions TA.

<p>Responsibility: Department: Projects Division / Office: Business Development Unit of EID</p>
<p>Target Completion Date: 30/06/2026</p>

<p>Recommendation n. 4 – Streamline Environmental and Social Impact Assessments (ESIA):</p> <p>Description/Context: Delays attributable to Bank processes. Stakeholders understand that projects need to include environmental and social assessments. However, the strong emphasis on Environmental and Social Impact Assessments (ESIA) imposes complex reporting requirements, especially for small-scale rural water projects.</p> <p>Suggestions for implementation:</p> <p>(a) Develop a more tailored and flexible approach streamlined and appropriate to ESIA format, especially in the case of rural projects serving relatively small populations. This will reduce reporting burdens and make the assessment process more manageable for smaller projects.</p>
<p>Management Response (<i>Accepted/Accepted but Modified/Rejected</i>):</p> <p>4a – Develop a more tailored and flexible approach streamlined and appropriate to ESIA format - Rejected.</p>
<p>Management Comments:</p> <p>4a – Develop a more tailored and flexible approach streamlined and appropriate to ESIA format: While CDB is currently revising its Environmental and Social Review Procedures (ESRP), in its current format it already addresses appropriateness, flexibility and consistency of approach regarding the requirement for an ESIA. The location of a project (rural vs urban) is not a good indicator of the potential environmental or social impacts that may need to be addressed. However, we acknowledge that there may be a need for greater awareness-building among stakeholders in-country, as part of project preparation, on relevant social or environmental concerns that may require additional attention.</p>
<p>Commitments/Action Plans:</p> <p>(a) None.</p>
<p>Responsibility: Department: N/A Division / Office: N/A</p>
<p>Target Completion Date: N/A</p>

Recommendation n. 5 - Improve Project Preparation by BMCs

Relates: Efficiency (EQ2)

Description/Context: Delays in project preparation are attributed to some elements within BMCs including limited capacity in certain areas, or to the differences in national systems and procedures

Suggestions for implementation:

Improve Project Scoping and Design:

- (a) **Comprehensive Scoping and Design:** Ensure that project scoping and preliminary designs are thorough and detailed to prevent costly changes and delays during the later stages of the project. This includes addressing all potential issues and options upfront to facilitate smoother project execution.

Encourage Local Expertise:

- (b) **Involve Local Firms:** Promote the involvement of local consulting and contracting firms in project preparation. Their familiarity with the local regulatory and technical environment will enhance project relevance and efficiency, and help in addressing specific local challenges effectively.

Allow Sufficient Project Timelines:

Realistic Timelines: Allocate adequate time for project preparation to ensure that all aspects are carefully considered. This will help in identifying potential issues early on and developing robust solutions, thereby reducing the likelihood of delays during implementation.

Management Response (*Accepted/Accepted but Modified/Rejected*)

5a - Comprehensive Scoping and Design: Rejected.

5b - Involve Local Firms: Rejected.

5c - Realistic Timelines: Accepted.

Management Comments:

5a - Comprehensive Scoping and Design: CDB's current workflow for preparation and appraisal emphasises the need to promote project readiness by addressing major requirements or issues early in the process. In addition, the project primarily informing this recommendation was designed in a programmatic way given the status of preparation and constraints related to the available funding. CDB's processes identify potential issues/risks which are then managed through design, e.g. project vs. programme, use of legal conditions, inclusion of financial contingencies. It should be noted that the project sample spanned the COVID-19 pandemic, which impacted risk identification and management. The effect of time on those processes is addressed in 5c.

5b - Involve Local Firms: Local firms are always able to participate in procurement provided they meet the qualifying standards. Where they are unable to do so on their own, partnerships are permitted in accordance with CDB's procurement guidelines. CDB will continue to support capacity building of local firms on the Bank's procurement processes and procedures. In addition, the Bank will continue to undertake market studies (for procurement purposes) where there are concerns regarding the availability of expertise in-country.

5c - Realistic Timelines: Management is undertaking an assessment of implementation conditions in BMCs which will assist in understanding the readiness and specific contexts of BMCs and help set realistic timelines.

Commitments/Action Plans	
(a)	Complete the Assessment of Implementation Conditions TA and develop a list of recommended actions to support project implementation.
Responsibility: Department: Projects Division / Office: EID	
Target Completion Date: 31/12/2025	

Recommendation n. 6 - Greater Focus on Sustainability of Water Utilities	
Relates: Sustainability (EQ5)	
Description/Context: The findings indicate that sustainability is a concern for rural water and urban water sector in many BMCs. For the urban water sector as a whole, many utilities run a negative cash flow which is likely to impact their ability to maintain levels of service in the medium to longer term. This suggests tariffs are too low to fund sustainable levels of operation and maintenance	
Suggestions for implementation:	
(a)	Address sustainability concerns for rural and urban water sector projects, as many utilities run a negative cash flow which is likely to impact their ability to maintain service levels in the medium to longer term. This may involve enhancing utility financial management strategies (with appropriate tariff-setting as one possible solution among others), supporting institutional and capacity-building measures, and strengthening data collection through benchmark performance monitoring.
Management Response (<i>Accepted/Accepted but Modified/Rejected</i>):	
6a – Address Sustainability Concerns for Rural and Urban Water Sector Projects – Accepted but modified	
Management Comments:	
6a – Address Sustainability Concerns for Rural and Urban Water Sector Projects: The economic, social, environmental and technical viability and sustainability of each project are criteria for a financing approval. Where critical deficiencies are identified, support for the institutional strengthening and capacity building needed for sectoral sustainability is provided in both capital and technical assistance interventions. Beneficiaries have included utilities, water resource agencies and regulators. While tariff-setting is not the only driver of sustainability, nonetheless, the Bank acknowledges that sectoral sustainability remains an issue, given that water is both a service and a right, requiring policy level decision-making. We note that tariff-setting is usually determined by a regulator/ government not by CDB or the utility. However, the Bank will continue to advocate for increased awareness of the need for cost recovery balanced with affordability and for appropriate governance mechanisms to inform decision-making in the sector in each country.	

<p>Commitments/Action Plans:</p> <p>(a) Produce engagement briefs with key issues and talking points for the board, management and staff as part of the operational guidelines for CDB’s new water and wastewater policy and strategy.</p> <p>(b) Provide support on a case-by-case basis to equip stakeholders to understand and make the case for governance improvements where needed.</p>
<p>Responsibility:</p> <p>Department: Projects</p> <p>Division / Office: Economic Infrastructure Unit</p>
<p>Target Completion Date: 31/12/2027</p>

 Annexes

 Annex i: Evaluation matrix

 Annex i-a - Evaluation Matrix

	Evaluation questions	Comments	Data Source/ Methodology	Target Group and Verification Documents	Relevant to
	<i>To what extent have the CDBs projects in the Water and Sanitation Sector contributed to improving the lives of citizens in BMCs.</i>	Overarching question. This will be answered from the synthesis of the various responses to the EQs below.	Conclusions drawn, based on sum of interviews with Stakeholder, as well as documentary evidence.	All stakeholders	All Projects/All BMCs.
EQ1	<u>Relevance</u> <i>How adequate are CDB's focus areas in the water and sanitation sector to support overall water sector development in BMCs?</i>	Pertains to relevance of focus areas to achieving overall sector goals.	Based on interviews, Stakeholder responses, and documents (CDB Water and Sanitation Sector Policy Reports)	CDB Unit Heads, Senior Staff, National Government/ Department level stakeholders; water utility managers, Project Level Staff	All Projects/All countries.
1a	Were the activities and outputs of the projects aligned with the CDB Sector Strategy and the relevant National strategies?	Pertains to design of projects and extent to which they align with the CDB 1981 and 2022 (under development) water sector strategies; and extent to which they support water sector goals of BMCs and are consistent with National strategies.	Based on interviews, FGDs, project document and CDB/National strategy reviews.	<ul style="list-style-type: none"> • CBD Staff • Implementer, government officials. • Project Results & Progress Reporting 	All Projects/All countries.
1b	Were the projects relevant to the needs of final beneficiaries?	Pertains to the level of consultation with end	From stakeholders' meetings & group	<ul style="list-style-type: none"> • CBD Staff 	All Projects/All

	Evaluation questions	Comments	Data Source/ Methodology	Target Group and Verification Documents	Relevant to
	Did they target the most disadvantaged/needy locations?	beneficiaries to ensure they had a voice. NB a key facet of the evaluation is to 'assess the value of the projects from the beneficiaries' perspective'.	discussions where possible (FGDs).	<ul style="list-style-type: none"> • Implementer, government officials • Project Results & Progress Reporting • FGDs with end beneficiaries 	countries. Esp Projects with clearly defined beneficiaries.
1c	How could the approach to selecting and implementing the portfolio of projects have been improved?	To be based on feedback from beneficiaries on how the project could have done things better.	Based on interviews and Stakeholder responses.	<ul style="list-style-type: none"> • CBD Staff • Implementer, government officials. • Project reports 	
EQ2	<u>Efficiency</u> <i>To what extent do the Bank's identification, design, approval mechanisms, and human resources contribute to ensuring efficient implementation of water interventions?</i>	Pertains to Bank's design and operational processes and their efficiency, including coordination and supervision mechanisms	Based on interviews and Stakeholder responses and interpretation/assessment by EVT	<ul style="list-style-type: none"> • CBD Staff • Implementer, government officials. • Project reports 	All Programs/All countries.
2a	Were the overall project designs realistic (timeline, funds, human resources, targets) to achieve the expected outcomes and impact?	Pertains to design of projects and efficient use of resources to achieve final outcomes. Level of resourcing and timeliness of Bank and implementer inputs.	Interviews with CDB staff at various levels. Supplemented by other stakeholder interviews.	As Above	As Above
2b	What were the reasons for non achievement of timelines and targets?	What were the reasons for failing to achieve targets in timely manner?	Interviews with wide variety of stakeholders (implementers and non implementers)	As Above	As Above
EQ3	<i>What is the level of coordination on water projects within the Bank's units?</i>	Examine the extent to which water-related programs are considered cross-cutting and	Based on interviews with CDB staff at various levels. Supplemented by other stakeholder opinions.	CBD Staff from different Divisions	All Programs/All countries.

	Evaluation questions	Comments	Data Source/ Methodology	Target Group and Verification Documents	Relevant to
		how the CDB communicate and coordinate their work.			
3a	What is the process for coordination amongst the different Bank units? How effective is CDB (internal) coordination?	Assess the main mechanisms within the Bank to communicate and coordinate their work.	Interviews with CDB staff	Senior and project level CDB staff that are regularly included in appraisal and supervision missions	As Above
3b	How effective is CDB coordination with National partners/agencies, other donors?	Pertains to coordination between the Bank and regional and national partners.	Interviews with CDB staff and national, regional stakeholders	CBD Senior staff National partners, line agencies, utilities, Regional bodies	As Above
3c	Do the Bank coordination mechanisms adequately address cross cutting issues? Which cross cutting issues?	How are cross cutting issues addressed by Bank staff in project delivery? Do cross cutting measures have the support of national line agency/ implementing agency staff.	Based on interviews with CDB staff at various levels. Supplemented by other stakeholder opinions. (Refer to new Bank Policy Options Report Section 4 'Cross Cutting Issues and Policy Options/Actions')	CBD staff across Divisions National partners/line agencies/ utilities	As Above
EQ4	<u>Effectiveness</u> <i>To what extent have CDB's investments in the water sector contributed to realizing the Bank's priority outcomes? What are the lessons, challenges, and opportunities that CDB needs to embrace/address to improve its contribution to the achievement of regional water sector development?</i>	Should consider the technical, administrative, and financial capacity of the utility or service provider to sustain the solutions.	Assessment by EVT based on Project Documents, Utility Annual Reports/Benchmark Indicators.	CDB Project staff, Utility staff/ Private service providers. Reporting, stakeholder interviews. Informal beneficiary interviews	All Programs/All countries. May not be applicable to Agriculture Projects

	Evaluation questions	Comments	Data Source/ Methodology	Target Group and Verification Documents	Relevant to
4a	Is project on target to achieve its overall objective? Are there any unexpected results, positive or negative?	Effectiveness here is based on adequate design and efficient use of resources. Relates to EQ1 and EQ2. Responses and evidence here can be used to validate relevance and efficiency findings.	Evidence of progress against targets.	Focus at the Project level: CDB staff, Implementer/Utility staff. Progress Reporting, stakeholder interviews.	All Programs/All countries.
4b	What were the major factors influencing the achievement or non-achievement of the project objectives?	Relates to <u>challenges</u> and how they were addressed, and <u>lessons learned</u> . Can the lessons learned be repeated for long term improvement?	Assessment by EVT based on evidence from stakeholder interviews, reporting.	As Above	As Above
4c	Did the National line agency/utility have the capacity to prepare a competent project scope and ToR? What were the gaps (if any) in their capacity? What were main roles of lead National agencies (appraisals through to implementation)?	Assess the role of the National line agency, their capacity to undertake appraisals and prepare ToR, the level of support they required from CDB, and any gaps in their capability. What was their role in the project? Relates also to institutional capacity and sustainability.	Mainly stakeholder interviews, reporting	Implementer (National line agency/Utility staff), CDB staff	As Above
4d	Is there evidence of measurable improvement in beneficiary outcomes / institution performance resulting from the project?	Evidence may be: eg improved access to water, sewerage, solid waste facilities. Improved agricultural yields. Improved knowledge/capacity etc	Beneficiary interviews/FGDs. Review of utility performance data	Beneficiaries. Utility monitoring reports Progress Reporting	As Above

	Evaluation questions	Comments	Data Source/ Methodology	Target Group and Verification Documents	Relevant to
EQ5	<u><i>Sustainability</i></u> <i>To what degree has the Bank effectively supported BMCs in ensuring the long-term sustainability of water sector projects by actively engaging relevant stakeholders, cultivating a sense of ownership among beneficiaries, and forging partnerships with key stakeholders?</i>	How will future technical, institutional and financial needs be met? Are consumers willing and able to pay for services? Is there a need for similar projects in the future and would they be addressed differently by the BMC/CDB (based on the experience gained from this project)?	Assessment by EVT based on evidence from stakeholder interviews, reporting. Performance data of utility showing long term trends (if available). Customer surveys.	CDB staff, Implementer/Utility staff. Reporting, stakeholder interviews.	All Programs/All countries.
5a	How likely will the benefits of the project continue once completed (eg infrastructure, skills training, equipment etc)?	Identify supporting evidence of measures in place (documentation, observational, stakeholder opinions) and stakeholder technical skills and administrative capacity to maintain and operate.	Assessment/verification by EVT based on stakeholder interviews, reporting, site visits and inspections where possible	Implementer/Utility staff. stakeholder interviews, observations	As Above
5b	What mechanisms have been put in place for ongoing/future maintenance of infrastructure?	As Above	As Above	As Above	As Above
5c	Have you been able to put into practice some aspects of the training received?	Tangible evidence of improved performance due to training?	Stakeholder interviews	Stakeholder /Utility staff.	Projects with education and training component

Annex i-b: Evaluation matrix (Stakeholder Type)

			Target Group				
			REG	L/U	CDB	BF	
<i>To what extent have the CDBs projects in the Water Sector contributed to improving the lives of citizens in BMCs.</i>		Overarching question. This will be answered from the synthesis of the various responses to the EQs below.	Conclusions drawn, based on sum of interviews with Stakeholder, as well as documentary evidence.	.	.	.	.
EQ1	<u>Relevance</u> <i>How adequate are CDB's focus areas in the water sector to support overall water sector development in BMCs?</i>	Pertains to relevance of focus areas to achieving overall sector goals.	Based on interviews, Stakeholder responses, and documents (CDB Water and Sanitation Sector Policy Reports)	.	.	.	.
1a	Were the activities and outputs of the projects aligned with the CDB Sector Strategy and the relevant National strategies?	Pertains to design of projects and extent to which they align with the CDB 1981 and 2022 (under development) water sector strategies; and extent to which they support water sector goals of BMCs and are consistent with National strategies.	Based on interviews, FGDs, project document and CDB/National strategy reviews.	.	.	.	.
1b	Were the projects relevant to the needs of final beneficiaries? Did they target the most disadvantaged/neediest locations? What processes (e.g. consultations) did the projects undertake with beneficiaries?	Pertains to the level of consultation with end beneficiaries to ensure they had a voice. NB a key facet of the evaluation is to 'assess the value of the projects from the beneficiaries' perspective'.	From stakeholders' meetings & group discussions where possible (FGDs).	.	.	.	.

				Target Group			
				REG	L/U	CDB	BF
1c	How could the approach to selecting and implementing the portfolio of projects have been improved?	To be based on feedback from beneficiaries on how the project could have done things better.	Based on interviews and Stakeholder responses.		.	.	.
EQ2	<u>Efficiency</u> <i>To what extent do the Bank's identification, design, approval mechanisms, and human resources contribute to ensuring efficient implementation of water interventions?</i>	Pertains to Bank's design and operational processes and their efficiency, including coordination and supervision mechanisms	Based on interviews and Stakeholder responses and interpretation/assessment by EVT			.	
	2a	Were the overall project designs realistic (timeline, funds, human resources, targets) to achieve the expected outcomes and impact?	Pertains to design of projects and efficient use of resources to achieve final outcomes. Level of resourcing and timeliness of Bank and implementer inputs.	Interviews with CDB staff at various levels. Supplemented by other stakeholder interviews.		.	.
	2b	What were the reasons for non achievement of timelines and targets?	What were the reasons for failing to achieve targets in timely manner?	Interviews with wide variety of stakeholders (implementers and non implementers)		.	.
EQ3	<i>What is the level of coordination on water projects within the Bank's units?</i>	Examine the extent to which water-related programs are considered cross-cutting and how the CDB communicate and coordinate their work.	Based on interviews with CDB staff at various levels. Supplemented by other stakeholder opinions.			.	
	3a	What is the process for coordination amongst the different Bank units? How effective is CDB (internal) coordination?	Assess the main mechanisms within the Bank to communicate and coordinate their work.	Interviews with CDB staff			.

				Target Group			
				REG	L/U	CDB	BF
3b	How effective is CDB coordination with National partners/agencies, other donors?	Pertains to coordination between the Bank and regional and national partners.	Interviews with CDB staff and national, regional stakeholders	.	.	.	
3c	Does the Bank coordination mechanisms adequately address cross cutting issues? Which cross cutting issues ?	How are cross cutting issues addressed by Bank staff in project delivery? Do cross cutting measures have the support of national line agency/ implementing agency staff.	Based on interviews with CDB staff at various levels. Supplemented by other stakeholder opinions. (Refer to new Bank Policy Options Report Section 4 ‘Cross Cutting Issues and Policy Options/Actions’)	.	.	.	
EQ4	<i><u>Effectiveness</u></i> <i>To what extent have CDB's investments in the water sector contributed to realizing the Bank's priority outcomes? What are the lessons, challenges, and opportunities that CDB needs to embrace/address to improve its contribution to the achievement of regional water sector development?</i>	Should consider the technical, administrative, and financial capacity of the utility or service provider to sustain the solutions.	Assessment by EVT based on Project Documents, Utility Annual Reports/Benchmark Indicators.			.	
4a	Is project on target to achieve its overall objective? Are there any unexpected results, positive or negative?	Effectiveness here is based on adequate design and efficient use of resources. Relates to EQ1 and EQ2. Responses and evidence here can be used to validate relevance and efficiency findings.	Evidence of progress against targets.		.	.	

				Target Group			
				REG	L/U	CDB	BF
4b	What were the major factors influencing the achievement or non-achievement of the project objectives?	Relates to <u>challenges</u> and how they were addressed, and <u>lessons learned</u> . Can the lessons learned be repeated for long term improvement?	Assessment by EVT based on evidence from stakeholder interviews, reporting.		.	.	
4c	Did the National line agency/utility have the capacity to prepare a competent project scope and ToR? What were the gaps (if any) in their capacity? What were main roles of lead National agencies (appraisals through to implementation)?	Assess the role of the National line agency, their capacity to undertake appraisals and prepare ToR, the level of support they required from CDB, and any gaps in their capability. What was their role in the project? Relates also to institutional capacity and sustainability.	Mainly stakeholder interviews, reporting		.	.	
4d	Is there evidence of measurable improvement in beneficiary outcomes / institution performance resulting from the project?	Evidence may be: eg improved access to water, sewerage, solid waste facilities. Improved agricultural yields. Improved knowledge/capacity etc	Beneficiary interviews/FGDs. Review of utility performance data		.	.	.
EQ5	<u>Sustainability</u> <i>To what degree has the Bank effectively supported BMCs in ensuring the long-term sustainability of water sector projects by actively engaging relevant stakeholders, cultivating a sense of ownership</i>	How will future technical, institutional and financial needs be met? Are consumers willing and able to pay for services? Is there a need for similar projects in the future and would they be addressed differently by	Assessment by EVT based on evidence from stakeholder interviews, reporting. Performance data of utility showing long term trends (if available). Customer surveys.		.	.	

				Target Group			
				REG	L/U	CDB	BF
	<i>among beneficiaries, and forging partnerships with key stakeholders?</i>	the BMC/CDB (based on the experience gained from this project)?					
5a	How likely will the benefits of the project continue once completed (eg infrastructure, skills training, equipment etc)?	Identify supporting evidence of measures in place (documentation, observational, stakeholder opinions) and stakeholder technical skills and administrative capacity to maintain and operate.	Assessment/verification by EVT based on stakeholder interviews, reporting, site visits and inspections where possible		.	.	.
5b	What mechanisms have been put in place for ongoing/future maintenance of infrastructure?	As Above	As Above		.	.	
5c	Have you been able to put into practice some aspects of the training received?	Tangible evidence of improved performance due to training?	Stakeholder interviews		.		

KEY:

Stakeholder Type	Code
Regional Bodies: CWWA, Regional Strategic and Planning Coordination Group, etc	REG
National Line Ministries, Departments & Utilities	L/U
CDB Project Staff	CDB
Beneficiaries: community, farmers, trainees	BF

Annex ii: Case Studies

Dominica

Focus Area: Sanitation

Project Title: Dominica Water Sector Strategic Development Project BD4_22	
Budget: \$39,536,000	Duration: 2021-2024
Status: Incomplete due to slow appraisal and implementation	
Implementing Agency/Executing Agency: DOWASCO	

The **Dominica Water Sector Strategic Development Project** aims for:

1. Improved efficiency and climate resilience of the water supply and distribution infrastructure;
2. Improved water quality and reduced water pollution in the project area of the Jimmit wastewater system; and
3. Enhanced operational capacity of DOWASCO to deliver an efficient, reliable supply of potable water to targeted areas and to collect, treat and dispose of wastewater in Jimmit.

Scope of work includes:

Project Preparation Assistance: Consultancy services for the completion of a Feasibility Study, Final Designs and Bid Documents, by the Engineering Consultant (EC) for the development of six water supply systems and two sewer systems (The Study).

Land: Purchase/acquisition or the grant of easements of 15,424 m² of privately-owned lands to be utilised for the development of the water systems within targeted networks. No resettlement of persons is required. The privately-owned lands identified for acquisition account for lands where the installation of WTP, tanks, pumping station and rights-of-way are required for the prioritised systems. DOWASCO has commenced the acquisition process, with negotiations and compensation of payments scheduled to be completed January and February 2022 respectively (Appendix 2.2.1 - Summary Land Acquisition Plan). DOWASCO will be responsible for the negotiations and compensation of these lands in accordance with Government of the Commonwealth of Dominica's (GOCD) Land Acquisition Act Chapter 53:02. Funds have been budgeted by DOWASCO for this purpose. DOWASCO has provided a Letter of Commitment dated November 18, 2021.

Infrastructure Works: Works to include the construction and/or upgrade, of five water supply systems, in both rural and urban areas, inclusive of water storage tanks, distribution networks, ancillary works, the integration of RE and EE solutions and NRW reduction measures. In addition, one wastewater system will be expanded and upgraded.

Engineering and Construction-related Services: Consultancy services for the supervision and certification of the infrastructure works by a Construction Supervision Consultant.

Goods: Procurement of three vehicles to support DOWASCO in the execution of the Project. The geographical dispersion of the project sites will require a higher level of mobility by the PMU in order to facilitate the effective execution of the Project. Additionally, to support the roll out of the institutional strengthening, the procurement of computers and accessories, Geographic Information System (GIS) software, Information Technology (IT) [Customer Billing] Software, and associated training and equipment.

Institutional Strengthening: Consultancy services for the preparation of a Strategic Framework for Water Resource Management in Dominica.

Other Project Support Services: Consultancy services for the preparation and implementation of a Gender-responsive and Socially Inclusive Communications Plan.

Project Management: Strengthening of the existing PMU, DOWASCO. Engagement of a Project Coordinator (PC), Procurement Specialist (PS), Project Engineer (PE), Community Liaison Officer (CLO) and Monitoring and Evaluation Officer (MEO) and the Construction Supervisory Consultant (CSC) in accordance with CDB's prevailing procurement policy and procedures. The other positions, such as the Environmental Monitoring Officer (EMO), Accounting Officer (AO), Junior Engineer (JE), Public Relations Officer (PRO) and Administrative Assistant (AA) are to be assigned by DOWASCO to support the PMU. Stakeholder Consultations and Workshops to support the implementation of the scope of service of the CLO are to be funded by CDB.

The Project is expected to achieve its intended outcomes of improved efficiency and climate resilience of the water supply and distribution infrastructure; improved water quality and reduced water pollution in the project area of the Jimmit wastewater system; and enhanced operational capacity of DOWASCO to deliver an efficient, reliable supply of potable water to targeted areas and to collect, treat and dispose of wastewater in Jimmit. However, because the Project Budget may be insufficient to complete all planned infrastructure works, the targets for some outcome indicators may be reduced. – Taken from Project Supervision Report – Dominica - Period: 1/1/2022 - 12/31/2022

Findings – Field Phase

Accompanied by Neile Esprit, Project Engineer from DOWASCO, a member of the EVT visited four projects while in Dominica:

- WA-1 Project - Antrim Water Treatment, Storage;
- WSSD Project - Castle Bruce Water Supply System;

- WSSD Project - Jimmit Waste Water System;
- WSSD Project - West Coast Water Supply System.

The EVT learned that:

- DOWASCO is the *sole water utility*, they state they have made tremendous improvement, providing 95% coverage for drinking water. Water quality is good;
- DOWASCOs *main financial challenge is that water tariff income does not cover operation-, maintenance-, and investment costs*, so they have to be financed by loans. Tariffs have not been increased for a long time - just now in June 2024 but still not to a sustainable level;
- DOWASCOs *main technical challenge is turbidity during periods of high rainfall as not enough storage is available*.

The Ministry of Public Works serves as the liaison between DOWASCO and the Caribbean Development Bank (CDB). However, DOWASCO operates independently of the Ministry. While the Ministry occasionally provides engineering support to DOWASCO when needed, it is generally not involved in water infrastructure projects, as its primary focus is on government road infrastructure. In practice, CDB's water projects are managed exclusively by DOWASCO. DOWASCO's main obligation to the Ministry is to report its annual budgets.

Findings

Project requests are driven by DOWASCO, which develops and submits them to the government for prioritization. The government then forwards these requests to the Caribbean Development Bank (CDB). However, DOWASCO's initial requests are often reduced based on government priorities, resulting in less funding than requested. Despite this, the projects funded address significant needs within the water utility, demonstrating relevance to sector requirements (EQ1: Relevance).

Timelines in project design are frequently unrealistic, leading to delays. These delays contribute to unrealistic implementation schedules and budgetary shortages, worsened by inflation during prolonged project cycles. Consequently, projects face rising costs that exceed the initial budgets. Additionally, CDB's administrative processes contribute to these delays, as the organization often experiences lengthy processing times during project design and tendering (EQ2: Efficiency).

Deficiencies in design have been observed, with international consultants sometimes providing designs that are not well-suited to local conditions. This has led to implementations that differ from initial plans, resulting in inefficiencies. For example, proposals to repair damaged water system intakes by international consultants were deemed unsuitable by DOWASCO, yet these designs were accepted by CDB, leading to higher maintenance needs. The overall suggestion is that CDB give more weight to local input and adjust bidding requirements to incorporate local consultants and contractors (EQ4: Effectiveness).

Timely disbursement of funds is crucial but currently suffers from delays, partly due to formal issues. This impacts the overall efficiency of project implementation (EQ2: Efficiency).

CDB assigns a project officer to each project, who generally handles technical matters effectively. The relationship between DOWASCO and the project officer is satisfactory. However, delays are more attributable to the overall bank processes rather than the project officer's performance. Overall coordination and cooperation with CDB are positive (EQ3: Efficiency).

The stringent administrative bidding requirements that exclude local consultants and contractors impact project effectiveness. These requirements contribute to delays due to internal processes within CDB. While DOWASCO has the technical capacity to design projects and prefers that its expertise be considered, it acknowledges the significant assistance provided by CDB (EQ4: Effectiveness).

The exclusion of local companies from bidding opportunities hinders the development of local capacity. However, local communities are involved in the project design process, and social aspects are considered. There are instances where CDB opts for quicker, less costly solutions instead of more robust, albeit expensive, alternatives that would incur lower maintenance costs. Despite these challenges, projects are generally expected to meet overall requirements (EQ5: Sustainability).

Project Title: Dominica Technical Assistance – Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs for Selected Interventions	
Budget: \$2,784,875 (converted from GBP)	Duration: 01/2019 – 12/2020
Status: Incomplete due to slow appraisal and implementation	
Implementing Agency/Executing Agency: Dominica Water and Sewerage Company Limited (DOWASCO)	

This TA project aims for the *enhanced capacity of Government of the Commonwealth of Dominica (GOCD) to make informed decisions on the redevelopment of a gender-responsive and climate resilient water sector in Dominica.*

This will:

- facilitate the infrastructure re-development, water resource management initiatives as well as institutional strengthening of Dominica Water and Sewerage Company Limited (DOWASCO)
- support GOCD in undertaking a capital project that results in climate resilient water supply and wastewater infrastructure which will be a catalyst critical to the redevelopment of the country. This improved climate resilient infrastructure will be key to a number of economic sectors that the country depends on including agriculture, manufacturing and tourism.
- include a water resource management component and capacity building for DOWASCO.

The scope of works included:

- Assessing the existing conditions of the water supply and sewerage systems, in reference to efficiency and resiliency;
- Preparing plans of actions required to make the infrastructure more resilient;
- Strengthen the institutional capacity to accomplish the goal set by GOCD. A time horizon of 30 years has been adopted.

The expected results are summarised in the core deliverables:

- Component 1: Climate Resilient Water Sector Strategic Plan as follows:

- Task 1: Development of a Water Supply Resiliency Implementation Plan.
- Task 2: Development of a Wastewater System Implementation Plan.
- Task 3: Development of an Institutional Strengthening Plan for DOWASCO.
- Task 4: Development of a Capacity Strengthening Plan for Water Resources Management in Dominica.
- Task 5: Development of a Capacity Building Program for Water Resources Monitoring in Dominica.
- Component 2: Options, Engineering Design and Implementation Plan of Action
 - Task 6: Development of Options to Increase Climate Resilience.
 - Task 7: Feasibility Study Detailed Designs for Prioritised Capital Works.

Findings

Implementation is often delayed due to setbacks in the project appraisal process and challenges faced by foreign contractors during project execution. These delays impact the overall efficiency of the projects (EQ2: Efficiency)

The efficiency of time and budget utilization could be improved. Procurement rules of CDB have led to increased project costs and longer completion times than initially anticipated. In particular, the project appraisal process has been notably lengthy, affecting overall efficiency (EQ2: Efficiency; EQ3: Efficiency).

Despite these delays, the project (Tasks 1–7) is expected to achieve their desired goals, indicating relevance to their intended objectives. However, the delays in implementation have raised concerns about efficiency (EQ1: Relevance; EQ2: Efficiency).

The project is designed to be sustainable in the short- to medium term, with resilience and longevity in mind. However, long-term sustainability has not been adequately addressed, leaving this aspect to be potentially covered by future projects. This gap in long-term sustainability is a common issue in many development projects (EQ5: Sustainability).

The project aligns with the overall goals of both CDB and Dominica, underscoring its relevance to the strategic objectives of both entities (EQ1: Relevance).

Analysis and Conclusions

1.1 Project efficiency is suffering from delays and unnecessarily long processes (EQ2 Efficiency)

Projects in Dominica are delayed for different reasons. During project design and appraisal the Bank's internal processes are very slow having led to accumulated delays of several months even before the start of actual project implementation. During project design, works conducted by foreign consultants lacked of contextual knowledge, resulting in a need for redesign. During construction implementation foreign contractors had long mobilization times and also difficulties adjusting to the local conditions.

Recommendation

The Bank may review their internal approval and communication processes, ensure sufficient staff availability, think of replacement protocols when e.g. staff goes on leave, as well as internal appraisal timelines/deadlines in order to ensure efficient internal processes and avoid delays. Further, it is

recommended to review procurement requirement with regards to their flexibility and allow for adjustments as the current procurement rules are directly contributing to more expensive bids and delayed project implementation.

1.2 Project sustainability (EQ5 Sustainability)

The water tariff structure in Dominica currently does not allow for sustainable system operation, i.e. the water fees do not cover the operation-, maintenance, and replacement costs of the water networks and related assets. Investments into the system are funded externally. Short- and mid-term sustainability is provided through a resilient system design, but long term sustainability is not given.

Conclusion

The current water supply operation in Dominica is not sustainable in the long term and system capital investments are only possible through external funding.

Recommendation

Dominica should seek the assistance of the Bank to review the water tariff structure and water rates in Dominica.

Review of the Bank's sustainability approach for investment on short-, medium-, long term basis and potentially integrating sustainability criteria into project approaches.

Guyana

Case Study Focus Areas:

1. **Nappi Water Supply System Improvement – Water;**
2. **Water, Sanitation and Hygiene (WASH) Training – Education/Training.**

Project Title: Nappi Water Supply System Improvement	
Budget: \$166,435	Duration: 02/2023 - 02/2024
Status: Incomplete	
Implementing Agency/Executing Agency: Guyana Water Incorporated (GWI).	

Background - The Government of Guyana (GOGY) applied to the Caribbean Development Bank (CDB / the Bank) for a technical assistance (TA) loan to assist GOGY in financing the services of consultants to: (a) prepare detailed designs, drawings, cost estimates and bid documents for the construction of water treatment plants and the upgrade of water supply infrastructure; (b) conduct a study to determine the feasibility of utilising water from the Hope Canal for domestic supply; (c) prepare a national water policy and associated strategic plans; and (d) develop recommendations for institutional strengthening and capacity building for the Ministry of Communities (MoC) and the Guyana Water Inc. (GWI) with respect to their mandate for the water sector.

GOGY is experiencing several difficulties in the effective delivery of potable water to residents and businesses in the coastal regions. The water supply in many areas is characterised by low water pressure; high iron content; and rationalisation of services. The construction of new water treatment plants is necessary to address this ongoing problem. In addition, projected climate change impacts will result in more frequent dry periods and intense rainfall that can seriously affect the availability of potable water. Thus this intervention will incorporate climate resilient designs for the new infrastructure as well as the strategies being developed.

Several communities in the hinterland are being negatively affected by poor water supply. This is as a results of, inter alia: deteriorated water supply systems; poor source-water quality; siltation in distribution lines resulting in service interruptions; and inadequate water pressure. New water treatment plants and the upgrading of the water transmission infrastructure is critical in resolving these issues.

There is a need to improve the quantity and quality of water currently available to residents along the lower part of the East Coast of Demerara. With significant volumes of water being easily accessible from the nearby Hope Canal, GOGY is keen to determine if this can be used as a sustainable and viable source of

potable water to complement the existing underground well sources. The feasibility study under this project will provide GOGY with necessary information to enable a decision.

Based on CDB's TA Performance Rating System, the Project has been assessed as highly satisfactory with a score of 3.75. This suggests that it is likely to contribute to development effectiveness. 5.06 The Project is assessed as gender mainstreamed and has significant potential to contribute to gender equality.

Aims of the TA

- Better position GOGY to provide more effective governance in the water sector and will provide technically viable solutions for improvement of the water supply to an estimated 16,963 households along the coastal, and in the hinterland regions.
- A national water policy will be prepared and recommendations made towards institutional strengthening at the national, local, and operational levels of the water sector

The Project is expected to facilitate access to potable water for an estimated 16,963 households and a population of 67,990, consisting of 34,641 males and 33,349 females. The Project includes a TOR for a detailed Social Impact Assessment and Gender Analysis which will inform the design of the capital project proposal with interventions geared at improving socioeconomic outcomes for women/girls and men/boys, and vulnerable groups such as PWDs and indigenous peoples. The National Youth Policy, the Draft Gender Equality and Social Inclusion Policy, and the Disability and Indigenous People's legislation call for the recognition of vulnerable groups and the provision of programmes to ensure that no-one is left behind in national development benefits.

The specific context of Nappi Village

The community of Nappi is located approximately thirty-two kilometers from Lethem. This indigenous village of the Makushi people spreads from the Rupununi grasslands to the edge of the Kanuku Mountains Protected Area and can be accessed by vehicles through the trails within the savannahs (usually 4 x 4 pickup, trucks, ATVs, tractor, and motor bikes). Nappi is home to approximately 908 persons and has two satellite villages: Hiowa and Parishara. Nappi was first started by two pioneers, Nabi and Kannuku, who came from Rio Negro in Brazil around the 1800s. Nappi is divided into 7 clusters; Sacred Heart, St. Michael, St Joseph, Jerusalem, St Rose, Bahamas and Central. The community also has 3 majestic waterfalls used for tourism: Wamacaru falls, Maipaind falls and the Nappi rapids.

In Nappi electricity is provided via solar panels provide by the Government of Guyana and fuel powered generators. There is cellular telephone and data services available to the residents of the community by Digicel network.

Nappi Village has two drilled wells and one hand dug well provided by Guyana Water Incorporated (GWI). One of the drilled well which has elevated storage and PV pumping system is not functioning and is in a dilapidated state. This well was providing potable water to one section of Nappi that has the school, health center and a few homes. The hand dug well is contaminated but it is producing water to a small section of Nappi, and residents are using this water for daily consumption and domestic needs. The other drilled well is equipped with a PV system that comprises of a submersible pump, powered by solar panels. However,

this system has the capacity but not have the necessary infrastructure to supply the community with potable water. Hence, there is a dire need for an elevated storage facility and distribution network to provide water to residents within this community.

Some residents within the village obtain water from their own hand-dug wells near their homes and whenever these hand-dug wells do not have sufficient water, they walk long distances to the nearest creek or access water from wells drilled by GWI. Water collection is often time-consuming and takes away from other tasks and household chores that need to be accomplished during the day. During the dry season, the hand-dug wells are quick to dry up, and during the rainy season, the savannah is flooded with water from the local rivers. When these hand-dug wells are flooded by river water carrying bacteria, they are subjected to contamination. This has resulted in a high incidence of water-borne illnesses among the residents of Nappi. The hand dug well provided by GWI is highly contaminated with bacteria and this too has resulted in an increase level of water-borne illnesses among the residents of Nappi.

This project was identified as a priority for the Nappi community, and when completed will upgrade the water supply system so that residents can gain expanded access to potable water through the use of a complete reticulation system. The proposed works would include the construction of an elevated storage facility (trestle) to gravity feed the village through a network of transmission and distribution mains and standpipes to at least 90% of households, and the installation of a photovoltaic pumping system, thereby reducing access time to safe water supply.

The intervention by BNTF IA Guyana into the community will also include a Water, Sanitation and Hygiene (WASH) training that will cover the topics such as water, water management, proper health, hygiene and sanitation practices, environment, climate change, disaster risk management, conservation and the maintenance of the water supply infrastructure and the photovoltaic system.

Findings

The ET visited the Surama Village on June 11, 2024 and found:

- Project is completed including solar pumping, elevated storage, pipe distribution network, household standpipes
- All household in core village are connected, water pressure is good, some households that are far outside the village are not connected
- Community is very satisfied with the project results, project planning and construction was good, they were fully involved, training on operations and maintenance has been provided
- Community has experienced slow planning process but does not feel bad about it

Technical implementation seems sound, with the community being fully involved in the processes and having received the required trainings for system operation.

Sustainability is seen as an issue as capital investments rely on outside funding while water fees only cover basic operation costs. Sustainability issues are addressed by designing the water systems in a resilient manner, e.g. favouring solar pumps over diesel pumps to reduce operation costs, and considering future system expansions in pipe dimensioning.

Project is delayed, mainly due to delays in the project appraisal process. For this capital-intensive water supply system construction works in Nappi still significant works including storage and piping are missing.

The project is implemented through a series of projects, key funder is the government, other funding comes e.g. from CDB through NBTF.

Project Title: Water, Sanitation and Hygiene (WASH) Training - Capacity Building	
Budget: \$57,818	Duration: 06/2023 – 04/2024
Status: Nearing completion	
Implementing Agency/Executing Agency: Environmental Protection Agency (EPA) & Guyana Water Incorporated (GWI).	

Under the BNTF 10th Programme, BNTF IA proposed to implement water subprojects in the communities of Kariako, Region No. 1, Warawatta, Region No. 7, Kurukabaru, Region No. 8 and Nappi and Surama, Region No. 9. The residents within these communities lack the access to safe and clean water for consumption and domestic needs. These residents rely on hand dug, creeks, rivers etc. wells that are contaminated and the collection of water is often taxing and time consuming. The proposed sub-projects will improve access to potable water through drilling of wells, construction of transmission and distribution networks, construction of standpipes close to homes, installation of elevated storage facilities and installation of PV pumping systems. Along with the implementation of these sub-projects, BNTF IA strongly believes that a training in Water, Sanitation and Hygiene (WASH) within these communities will not only compliment the infrastructure sub-projects but boost the health and wellbeing of the communities through awareness and sharing of knowledge.

The proposed sub-project, which has been identified as a need for the communities of Kariako, Region No. 1, Warawatta, Region No. 7, Kurukabaru, Region No. 8 and Surama and Nappi, Region No. 9 comprises of a Water, Sanitation and Hygiene (WASH) training that will cover the topics such as water, water management, proper health, hygiene and sanitation practices, environment, climate change, disaster risk management, conservation and the maintenance of the water supply infrastructure and the photovoltaic system. The proposed sub-project targets approximately fifty (50) residents from the various communities with the aim of empowering community members to take action on water and sanitation, to influence behaviour change and encourage sound practices for a safe and healthy environment. Upon completion it is expected that trained residents will be able to raise awareness of environmental issues among individuals and other community members; influence positive environmental behavioural changes amongst individuals within the communities; encourage environmental advocacy and stewardship within communities; foster proper management and conservation of water resources; be aware of what to do in cases of disasters; and to troubleshoot and fix PV systems in the communities.

Specific Objectives:

- Participants and the other members of the five (5) communities will become more aware of water and sanitation, hygiene, and environmental and climate change issues; and will have the necessary knowledge and tools to mitigate the negative effects on residents. This will subsequently result in a healthier environment with happier people.
- This training will contribute significantly to having adequate, clean water supply which will lead to the reduction of common water borne diseases and will enable residents to enjoy a healthy, sanitary lifestyle and make a meaningful contribution to society. Additionally, water is one of man's basic needs and providing it to the five (5) communities will be meeting this need.
- This training will also provide a focus for the communities and will contribute significantly to behavioural changes which are necessary for a healthier environment. This training would build residents self-esteem, thus creating the atmosphere necessary for development of social consciousness among the beneficiaries and other members of the community relating to water, sanitation, hygiene and environmental issues and the best possible ways to mitigate them.

The EVT visited Nappi Village in Guyana on June 12, 2024. During that visit there was a community meeting. Overall the community is happy with the project and felt that they were well involved in the project design process.

The project is slightly delayed however most of the training activities are completed. Training activities were successfully being implemented through local Toshaos and village groups that are well organized. Additionally:

- Project for installation of solar pumps, elevated storage, distribution pipes and household standpipes is currently under construction, project is delayed, should have been finalized by May 2024.
- Reasons for delays from the viewpoint of the community is insufficient logistics of the contractor.
- The project was initiated by Guyana Water Inc (GWI) with funding managed by NBTF.
- Overall the community is happy with the project and feels well involved in the project design process

BNTF is cooperating actively with Guyana Water Incorporated (GWI) who seem to be well in control of the activities and who also play a major role in accessing additional funding from government sources to add financing to the mostly underfunded projects.

The village of Kamarangwarawatta has a problem due to pollution of its river due to mining operations, especially during low water conditions. The project addresses the problem of water availability by drilling wells and the implementation of a solar pumping and water distribution network to household level. CDB funding cannot cover the entire system, so CDB will cover for well drilling, solar pumping and the main distribution network, while GWI will fund secondary lines and standpipes outside the villager's homes.

The village council and BNTF work together well. The project will be beneficial for the community. A training workshop for operation and maintenance has already been done.

Findings

CDB-funded water projects in Guyana align fully with the country's goals and beneficiaries' needs, as these projects are defined and designed by the government. The government's experience with in-country suitability and implementation capabilities informs project design. However, during the project preparation stage, the Guyana Water Incorporated (GWI) was not adequately consulted, resulting in a Terms of Reference (ToR) that did not reflect GWI's requirements. Although the bank was flexible enough to accommodate necessary changes after negotiations, this led to significant delays in the project design process. Despite these issues, the projects are 100% in line with national priorities, as they are proposed by GWI/BNTF and verified by community needs assessments before submission to the bank. However, the lengthy internal processes of the CDB make it unsuitable for emergency or urgent projects (EQ1: Relevance).

Project implementation is generally timely, though some projects experience delays. Projects are designed realistically from a technical perspective, but the design phase takes a long time. Often, project budgets are insufficient, necessitating additional government funding to achieve complete goals. Due to the long lead times and frequent delays from the CDB, only medium-priority projects can be implemented, as high-priority projects require faster turnaround times. There are no major issues during project execution, though CDB's response times can be slow, particularly during project design. The absence of mechanisms to cover for staff on leave contributes to delays. National consultants/contractors handle the projects well, although their time management could improve (EQ2: Efficiency).

Compared to other donors and banks, the CDB's project preparation process is excessively lengthy. Approval processes are particularly slow, often taking months, which is problematic for projects with immediate needs. Despite this, there is a good relationship with the bank, and BNTF staff use informal pre-agreements to expedite the official review process. There are no specific complaints about individual projects (EQ3: Efficiency).

Capital investment projects face sustainability challenges as water fees do not cover major future replacements. However, projects are operated and maintained correctly with available budgets and structured operation plans. GWI has an effective system to monitor and maintain water systems, which are solar-powered to reduce operational costs. Benefiting communities are trained in basic operation and maintenance. Sustainability is supported by water authorities, with additional budget and resource needs managed by GWI and the government (EQ5: Sustainability).

Projects are mostly underfunded, requiring GWI to find internal funding to cover budget gaps. The long lead times often result in budgets becoming insufficient over time, but GWI covers these gaps from their internal budget. While the bank is accessible for technical and administrative issues, turnaround times during project preparation remain very long (EQ2: Efficiency; EQ4: Effectiveness).

Discussion/Analysis and Conclusions

1.1 Project delays (EQ2 Efficiency)

Projects in Guyana are delayed mainly as a result of long project appraisal processes and approvals on CDB side. It has been reported that processes within CDB take so long that GWI has decided that priority projects can not be implemented in cooperation with CDB due to the long lead times. Instead, GWI has adapted to the situation and conducts only less important projects with CDB.

Conclusion

Project efficiency is reduced due to long project appraisal times due to slow CDB processes.

Recommendation

The Bank may review their internal approval and communication processes, ensure sufficient staff availability, think of replacement protocols when e.g. staff goes on leave, as well as internal appraisal timelines/deadlines in order to ensure efficient internal processes and avoid delays. Further, it is recommended to review procurement requirement with regards to their flexibility and allow for adjustments as the current procurement rules are directly contributing to more expensive bids and delayed project implementation.

1.2 Project sustainability (EQ5 Sustainability)

The water tariff structure in Dominica currently does not allow for sustainable system operation, i.e. the water fees do not cover the operation-, maintenance, and replacement costs of the water networks and related assets. Investments in water systems are funded either by cross financing from other government income, or external funding (e.g. through BNTF). Short- and mid-term sustainability is provided through a resilient system design, but long term sustainability of the water systems is not given.

Conclusion

The current water supply operation in Guyana is not self-sustainable in the long term and system capital investments are only possible through external funding.

Recommendation

The GoGY could approach the Bank for assistance to review of water tariff structure and water rates in Guyana. Review of Bank's sustainability approach for investment on short-, medium-, long term basis and potentially integrating sustainability criteria into project approaches.

Jamaica – Water Supply

Focus Area: Water Supply

Project Title: Jamaica TA Preparation of Detailed Designs for a Rural Water Supply Project	
Budget: \$965,452	Duration: 27/04/2020 - 31/10/2022
Status: Incomplete due contract issues	
Implementing Agency/Executing Agency:	
<ul style="list-style-type: none"> • Ministry of Water, Land, Environment and Climate Change; • Rural Water Supply Limited (RWSL); • National Water Commission (NWC). • Executing Agency: CDB. 	

Project Title: Jamaica Rural Water Supply Program (Capital)	
Budget: \$36,236,000	Duration: 10/12/2020 – 23/9/2024
Status: Not yet started. Projected start re-scheduled for March 2025. Re-scoping being finalised.	
Implementing Agency/Executing Agency: As per TA Project.	

The above two projects (i.e referred to as the Rural Water Program) are associated, the TA Project being the preparation phase for the Rural Water Supply (capital works) Program. Delays to the former are impacting on the delayed start to the latter capital program.

In Jamaica, achieving universal access to water remains a challenge, there remains a marked inequity between urban and rural access to piped water. While 93% of the urban population have access to piped water, this drops to 72% for the rural population⁶⁴. This inequity is magnified further by poorer rural communities having less access than their richer counterparts.

⁶⁴ Taken from Joint Monitoring Programme for Water Supply, Sanitation and Hygiene. WHO/ UNICEF 2021

Rural communities experience a far greater range of supply problems compared to their urban counterparts, these can include: salinity and/or turbidity; inadequate treatment; low pressure and shortages due to drought and/or inadequate pumping due to both infrastructural and operational issues; aged infrastructure; leaks; inadequate storage. This can result in rural communities receiving greatly compromised supply and having to rely on private suppliers (eg water trucks), rainwater or unprotected springs and rivers. These sources are often untreated and water quality is a concern for public health and sanitation.

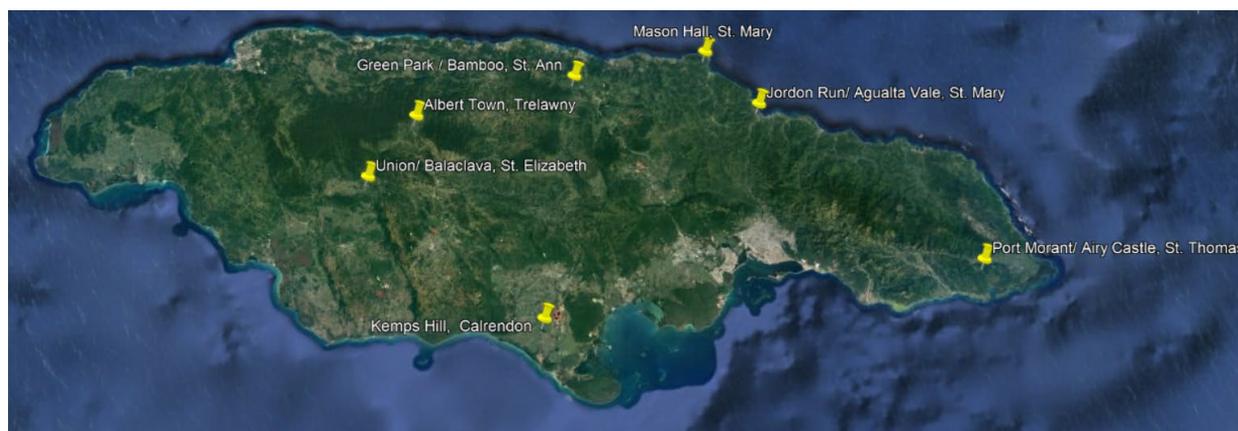
The Rural Water Supply Program being implemented by the RWSL has the primary aim of addressing these issues through provision of an efficient, reliable and sustainable supply of potable water in targeted rural communities.

The target areas for this project(s) are:

1. the Agualta Vale Scheme in the parish of St. Mary;
2. the Albert Town Scheme in the parish of Trelawny;
3. the Kemps Hill Scheme in the parish of Clarendon;
4. the Mason Hall Scheme also in the parish of St. Mary;
5. the Union – Balaclava Scheme in the parish of St. Elizabeth;
6. the Port Morant – Airy Castle Scheme in the parish of St, Thomas, and
7. the Green Park – Bamboo Scheme in the parish of St. Ann.

The general locations of the schemes are shown in Figure 6 below.

Figure 6: Jamaica map



Objectives and Scope. Under the TA Program, the scope of the tasks includes: a feasibility study, final designs, preparation of bid documents and capital works for seven water supply systems in utility areas and two community systems in non-utility areas, as well as selected schools and institutions to be equipped with rainwater harvesting systems.

The population of the communities to be serviced by the seven water supply systems totals 96,000 and ranges from 2,800 in Port Morant/Airy Castle to 37,800 in Jordon Run/Agualta Vale. The scope was subsequently reduced to six systems (Ref Aide Memoire Kemps Hill not included)

The Rural Water Supply (capital) Program follows on from the preparatory work undertaken under the TA, and will comprise: infrastructure upgrades and ancillary works for seven water supply systems in targeted

rural communities; integration of renewable energy and energy efficiency solutions; consultancy services for the supervision and certification of the infrastructure works; completion of a feasibility study, final designs and bid document for community catchment and wayside tanks and rainwater harvesting systems in schools and institutions in the target communities; the implementation of a social and gender-responsive communications plan; and institutional strengthening of the RWSL.

Findings

The Caribbean Development Bank (CDB) sector strategy aligns well with the National strategy, with no misalignments noted in interviews. However, it became evident that sector strategies are only relevant in a general sense and not in day-to-day project operations, indicating a disconnect between the strategies and practice (EQ1: Relevance).

The project community consultation process did not reach all beneficiaries. During a field visit to Port Morant, beneficiaries were unaware of the forthcoming Rural Water Supply and Sanitation (RWSL) Project despite an extensive process of stakeholder identification and mobilization (EQ1: Relevance).

Stakeholders recognize the necessity of environmental and social assessments for projects. However, the focus on Environmental and Social Impact Assessment (ESIA) reporting is seen as not tailored to the context. One stakeholder felt that ESIA reporting was excessive, consuming too much project time and resources, thereby detracting from core project needs (EQ2: Efficiency).

The RWSL Technical Assistance (TA) Project is incomplete and behind schedule, which has delayed the commencement of the Capital Project (EQ2: Efficiency).

There is a lack of ownership, with the RWSL feeling sidelined regarding the TA Project. They were not kept informed about contractual issues between CDB and the consultant that caused delays (EQ3: Efficiency).

Stakeholders found CDB staff to be very professional and helpful, with general communication rated as good. However, some stakeholders reported delays in response time from CDB, which may partly be attributed to COVID-19, though instances were also reported post-pandemic (EQ3: Efficiency).

Significant delays in TA implementation have affected the program's effectiveness. The RWSL Program is not on track to achieve its overall objective. Revised scoping and budget estimates mean the loan amount is insufficient to complete the projects in the six target areas. As a result, the program will only undertake priority tasks in these areas, significantly reducing its impact and preventing it from realizing its targets. Nevertheless, the Bank's active role in resolving the contractual dispute is appreciated, reinforcing its key role in the sector and in seeking the best outcome for the member country (EQ4: Effectiveness).

The sustainability of RWSL schemes is questionable. After project completion, projects are handed over to Municipal/Parish Councils for management and operation. These institutions are typically under-resourced and lack the capacity to sustain the infrastructure long term. After the handover, RWSL has no further involvement, and no ongoing or long-term operational data is collected by either the municipal authority or RWSL. This results in a lack of awareness and understanding of the infrastructure's long-term performance (EQ5: Sustainability).

Discussion/Analysis and Conclusions

Institutional Issues (EQ5 Sustainability). Since rural communities are invariably located in non-utility service areas (i.e. areas that are unserved by the main water utility provider NWC) this significantly limits their access to piped water.

The RWSL is a fully government-owned entity mandated to focus on non-utility service areas – ie rural areas where full cost recovery is considered unlikely. This reduces the expectation that rural water schemes should ‘pay their way’ and sends the message that tariffs can be kept low. Too low tariffs result in inadequate budgets for maintenance of infrastructure leading to deterioration in condition and functionality of assets and results in eventual failure. Households are willing to pay for water. This was evident in field sites visited where due to the limited and irregular supply of piped water, households informed that they buy water from private suppliers (via e.g. water trucks) at a higher cost to supplement their water needs. This is in addition to having to pay their standard water bill (even though they may get very reduced supply). It is somewhat counter-intuitive but raising water tariffs can benefit the most disadvantaged, provided this increases the utility operations budget to a level that is sustainable – meaning the pipe network functions effectively and households have sufficient supply of water such that they do not have to purchase from private vendors at higher prices

The RWSL has a project focus, it implements projects subject to funding availability, and, on completion, the projects are handed over to local governments (i.e Parish Councils) or NGOs to operate and maintain. After handover the RWSL has no further involvement, and no ongoing knowledge of the performance of the schemes. Typically data collection and reporting on rural water systems operation and performance is limited or non-existent.

Institutionally the two main water sector agencies:

- NWC covers Utility Service Areas (mainly urban) where there is greater prospect of capital recovery;
- RWSL covers so-called Non Utility Service Areas. These are smaller rural schemes with less expectation of capital recovery. Approximately 15% of population live in non utility service areas.

NWC and RWSL are sister agencies and collaborate extensively to achieve their outcomes. The problem is that below these two organisations, institutionally, there is a gap in competence and expertise, at the Parish level, which is an impediment to achieving sustainable water supply services for rural communities.

Conclusion

The institutional gap that exists below the NRC/RWSL needs to be addressed in order to foster sustainable water services for rural communities. Currently the status and performance of rural schemes operated by Parish Councils remains something of a ‘black hole’ with RWSL largely unaware. In any case RWSL, is not mandated to oversee rural schemes post-handover. Tariffs for rural schemes appear to be set at levels that do not lead to sustainable operations.

Recommendation

- RWSL would seem the institution best positioned to have a level of oversight responsibility for rural schemes being operated by local government. At the minimum, operational performance data

and asset condition data should be collected and used to make optimum decisions on operation and maintenance, to maximise asset performance and asset life;

- Tariffs should be set at a level that covers, as a minimum, the operating and maintenance costs.

ESIA reporting is seen as onerous and Donor driven (EQ2 Efficiency). Stakeholders understand that projects need to include environmental and social assessments. However, the strong focus on the ESIA reporting is seen as Donor driven. One stakeholder felt the ESIA reporting was excessive and took too much project time and resources, and was therefore over-weighted in terms of project core needs.

Given the shortage of funding for rural water, the RWSL want to prioritise funds for core infrastructure. The project ESIA reporting requirements repeat much of the gender and social discussion that has been accepted as standard wisdom now since the initial Water Decade in 1980. Some donors (eg Australian government) no longer require it to be proven that a particular water project will benefit woman, minorities and disadvantaged groups, as experience over many decades has long proven that. It can be taken as a given. Access to water is a basic human need and the requirements to justify its supply should be made as less burdensome as possible, subject of course to basic environmental checks and do-no-harm considerations. Many of the rural water schemes are small in scale, serving populations of a few thousand, in such cases the ESIA requirements are disproportionately onerous (comparable to much larger budget schemes). Note the Bank's own Project Appraisal Report states the project Environmental and Social impacts as 'minor'.

The ESIA requirements do not appear to take into account scale, such that the requirements for small schemes are the same as for large schemes

Conclusion

Stakeholders understand that projects need to include environmental and social assessments. The project ESIA reporting requirement is currently viewed as onerous and time/resource consuming, and is seen as largely Donor imposed. Particularly in the case of small projects this can become an overwhelming focus of the project to the detriment of the what the RWSL considers to be the core needs ('pipes in the ground'). Stakeholders feel that this is a case of the 'tail wagging the dog'. There is a danger of losing sight of what the end goal of the project is.

Recommendation

- Stakeholders would prefer a more streamlined an appropriate ESIA format especially in the case of rural projects serving relatively small populations.

The significant delays experienced with TA implementation (EQ2 Efficiency). The TA Project has hit problems with implementation, related to contractual and resource allocation issues, which are being addressed. The result is the project is incomplete. The signing of the loan agreement for the Rural Water Supply (Capital) Project is conditional upon the completion of the TA Project, which is now significantly delayed, and subject to scope modification and re-appraisal⁶⁵. The consultant has been asked to submit a Technical and Financial Proposal to complete the works based in new information. Recently (May 27) the

⁶⁵ Draft Aide Memoire, Re Appraisal of Rural Water Supply Improvement Project. CDB, November 2023.

CDB was made aware of an issue regarding prohibited practices involving the international Consultants Egis Eau (IDB has debarred Egis). CDB legal team are now involved.

Consideration is now being given to how to advance the project (complete the TA and commence the Capital works) and it appears likely that the local joint venture consultant partner (N.O. Whyte & Associates) will complete the work. Reason for the delays are disputed. RWSL believe it is due to the consultant taking too long, spending insufficient time in the field etc. Egis claim that there was a lack of information provided to them. This is broadly supported by CDB and NWC who are of opinion that RWSL had not done sufficiently thorough project scoping.

The nature of Technical Assistance projects is that they are grants, with the Bank as Executing/Implementing Agent. The contractual role of the RWSL is not clear from the Appraisal Report (TA), but it is listed as playing a ‘critical role’. The RWSL feel that they were not kept ‘in the loop’ over what is happening at all times re the contractual issues between CDB and consultant. RWSL believe they have a larger role to play, but have felt relatively side-lined. NB for the RWSL (Capital) project (Loan Project) the RWSL is the Executing Agency.

Conclusion

The delay relates to contractual issues between the CDB and the consultant, and request for additional fees. Consideration now being given to how to advance the project (complete the TA and commence the Capital works) it appears likely that the local joint venture consultant partner (N.O. Whyte & Associates) will complete the work. Reason for the delays are disputed. RWSL believe it is due to the consultant taking too long, spending insufficient time in the field etc. Egis claim that there was a lack of information provided to them. This is broadly supported by CDB and NWC who are of opinion that RWSL had not done sufficiently thorough project scoping

Recommendation

- Project scoping, preliminary designs, need to be more comprehensive/thorough to avoid later costly variations, as these give the consultant leverage to claim additional payment, while also delaying implementation;
- The RWSL is a competent and motivated stakeholder with a high level of commitment to achieving the program objectives and outcomes. The RWSL is recognised as having some gaps in its skills and competencies and building the capacity of RWSL is an essential component of this program. The RWSL has a key role in the rural water program and has much to offer this and future programs. Building its technical and operational capacity should be a priority.

Program Effectiveness. Program is delayed and behind schedule and has not achieved its deliverables. Progress to date:

Completed deliverables:

- Institutional strengthening and capacity building;
- Climate Risk Vulnerability assessment;
- Environmental and Social Impact Assessment;
- Preliminary Engineering Design.

Outstanding deliverables:

- Detailed Engineering Design;
- Tender Documents.

Conclusion

The RWSL Program is not on track to realise its overall objective. The revised financial estimates indicate a significant cost increase and this has necessitated a reduced scope of work tailored to available funding. The program will retain its broad geographic scope but undertake limited priority tasks, with a view to making the biggest impact given the available budget. The program will therefore have a significantly reduced impact and effectiveness and will not realise its targets. This is discussed in more detail the previous section. However, the Bank's very active role in resolving this project impasse is highly appreciated by the beneficiary institutions and it has reinforced the Bank's critical role in the sector and in seeking the best outcome for the member country.

Recommendation

As per recommendations in above section entitled '**The significant delays experienced with TA implementation (EQ2 Efficiency)**'.

Jamaica - Agricultural Water Resources

Focus Area: Agricultural Water Resources

Project Title: St. Catherine and Clarendon Agricultural Development Project – Feasibility and Design Study (SCCADP)	
Budget: 0.97 million USD	Duration: 2017 - 2021
Status: Completed	
Implementing Agency/Executing Agency: Executing Agency: CDB	

This study was envisaged to provide information about the St. Catherine and Clarendon areas in Jamaica with a view to enhancing the productivity of farmers and their access to markets by improving irrigation and drainage. The findings from the study were expected to assist the Government of Jamaica with identifying, prioritising, financing and executing investments with a view to increasing agricultural sector output in the selected communities.

- The international firm to conduct the study was located in Italy and its proposed methodology included the utilisation of local firms with the required technical capacity to support the international firm and to complete the work. The difficulty arose when during COVID the international firm was not able to travel to Jamaica;
- The project was delayed by procurement issues and the work stoppages due to the COVID 19 pandemic. It was expected to end in 2018 but was eventually completed in 2021;
- The Project outputs were required to inform the Southern Plains Agricultural Development (SPAD) – (e.g. irrigation network and pump houses, etc.) but because of the delays with implementation, the SPAD implementation was also delayed.

This project was developed to increase agricultural production and provide suitable marketing systems for farmers in the parishes of Clarendon and St. Catherine who are planting crops on lands that were originally used for sugarcane. A key expected output of the project are agro-parks developed from the repurposed land. The project objectives include strengthening the capacity of agro-producers; enhancing the agricultural value chain; building the capacity of farmers, and the establishment of a Matching Grant Scheme to formalise the ownership and leasing of lands to farmers. An estimated 795 hectares of land in Parnassus in Clarendon and Amity Hall in St. Catherine were earmarked to be enhanced with irrigation systems and services.

The project total is £17.1 million partly funded by the United Kingdom Caribbean Infrastructure Development Fund (UKCIF) (£6.7 million in the last 4 years) and administered by the Caribbean Development Bank (CDB), with counterpart funding of £390,000 by the Government of Jamaica and is expected to benefit small and medium-sized farmers. With the UKCIF being depleted, there still being activities to be completed, and because of the importance of the SPAD, the Government of Jamaica (GOJ) decided to fund the remainder of the project. The CDB has submitted to the government a proposal for loan funding to complete the project. Discussions are ongoing. The project proposal was completed in 2018 in conjunction with the National Irrigation Commission (NIC). **Handover of the project to the Agro-Investment Commission was expected to be completed by June 30, 2023, this is delayed.**

The GOJ received 50 million pounds from the British government for the Essex Valley Project. During the feasibility and design study for that project, the GOJ recognised the need for similar projects and asked for a diversion of some of the funds to another project and this is how the SPAD arose with a shorter time envisaged for the feasibility study. There is good capacity in the Ministry of Agriculture to conduct those type of studies (FAO standards are maintained) and there was a library of studies from which information could be gathered for the SPAD.

The problem encountered was with the low correlation between the engineering estimates coming from the engineering designs produced by the international company and the projected costs from the feasibility study conducted locally. The budgeting was done in house with the help of local consultants, but the engineering designs were done by the international firm with their local counterparts. The bids that were received for the Project itself were also higher due to extra expenses due to the COVID-19 pandemic, but the high costs given for the engineering designs by the international firm and their local counterparts could not be rationalised. However, the NIC now has a database with information which has been well researched to assist with projecting costs and providing justification for those costs.

The Agri Investment Corporation (AIC) will oversee the process to lease lands to commercially-oriented farmers. There are specific targets for owners who are women and youth. The project will offer direct social and gender benefits for small and medium-sized commercial agricultural enterprises through improved access to agricultural resources; technical expertise; organizational strengthening and female and male farmers' capacity building in the rural communities of Amity Hall and Parnassus. The informal settlers who are farming the land identified for the agro-parks have been given priority with respect to training and the regularisation of land ownership in preparation for the agro-park launch. Free certified courses are being offered through a 2-year MOU with one of the GoJ's training institutions for the roles of: Beekeeper, Nursery attendant, Greenhouse attendant; Propagation specialist and Pest control operator.

A **Matching – Grant Scheme** will be offered to farmers using their equity up to 20% of the investment they are seeking and then they will receive the remaining 80% from the project. This model was adopted from other business development strategies used previously. Farmers will not receive cash directly but will be sent to the hardware or agricultural supplies store (e.g. pipes, fertiliser, seeds etc.). Farmers will have to pay to lease the land. The NIC will charge a tariff. This will be managed by the Agri Investment Corporation.

The smallest plot that will be leased is 2.5 hectares. The Agro-Investment Commission (AIC) will determine how much land farmers will receive based on their application. The intended allocation (in hectares) to farmers is as follows:

- In Amity Hall - St. Catherine: 280 small to medium farmers, 45 youth, 200 commercial farmers, 70 women;
- In Parnassus - Clarendon: 215 – small to medium size farmers, 50 women, 35 youth (18-35), 100 commercial farmers – very good uptake by women, while youth have been engaged the uptake has been much slower.

Vulnerable groups will have access to the Matching-Grant Scheme. **This is the first project to bring in vulnerable groups at this level. This is being driven by the donor UKCIF.**

Current Status

- Well-drilling is in progress at Parnassus;
- Engineering design for roads, irrigation, and drainage has been completed;
- Agro Invest has held several meetings with informal settlers from the Parnassus area and has been sensitizing them on the role that the Corporation will play as well as assisting them with the requirements for regularising their ownership;
- The informal settlers have participated in the following training:
 - Budgeting;
 - Marketing 101;
 - Record keeping;
 - Introduction to Farmers' Group;
 - Organising effective meetings;
 - Contract negotiation;
 - Farming as a business;
 - Crop scheduling;
 - Agro processing – Introduction;
 - Post-harvest training (grading and sorting);
 - Conflict resolution;
 - Intimate partner violence;
 - Communication;
 - Pest management and control;
 - Vegetable crop producer (HEART certified);
 - Climate smart agriculture.

#	Findings	EQs
1	<p>There is high relevance for the projects as the GoJ is working to increase employment for persons in Amity Hall and Parnassus, and repurpose lands used previously for sugarcane which are arable.</p> <ul style="list-style-type: none"> • During the focus group, farmers identified benefits which would arise from the project such as: year-round employment with the irrigation infrastructure; the regularisation of informal settlers; training; employment opportunities in agro-processing; and the possibility of the creation of a cooperative; • The AIC has held several meetings with informal settlers from the Parnassus area. While there has been general sensitisation about the project the actual “hand-holding” role that is proposed by the AIC for persons who are registered to be part of the park has to be repeated. The FGD members were not certain how the coaching could or would be done; • The role that the AIC will play in assisting them with the requirements for regularising their ownership was well known by the FGD members; • The FGD members were aware of the building which will be used to house the agro-processing plant. 	<p>EQ1 Relevance</p> <p>EQ4 Effectiveness</p>
2	<p>Capacity building activities and preparation of the intended beneficiaries starting with the informal settlers under is being implemented alongside the completion progress infrastructural development as additional funding is being finalised.</p>	<p>EQ2 Efficiency</p>
3	<p>Well-drilling is in progress at Parnassus. There are unpaved roads on the site. There is evidence of the irrigation network but more evidence is needed about the completion status of the network and drainage systems.</p>	<p>EQ3 Efficiency</p>
4	<p>CDB officers were found to be accessible via email and Whats App, but formal feedback for approvals has impacted implementation especially procurement and payments to local and international contractors.</p>	<p>EQ3 Efficiency</p>
5	<p>The implementation context has changed and the NIC would like to include climate smart technologies into the project. So far, this adaptation has not been approved by the Bank.</p>	<p>EQ 2 Effectiveness</p> <p>EQ 3 Efficiency</p>

Findings from the Focus Group

Training (EQ 1) – all of the FGD members had participated in most of the training courses identified by the Social and Gender Specialist. They were grateful for the training offered in the project, but they wanted variety in the delivery and presentation of the training content and materials as they acknowledged that there were varying levels of literacy among the farmers. Low literacy levels could also be hindering the participation of some of the informal settlers in the project.

The participants held mixed perspectives about two specific courses. The content of the course on pesticides was found by some participants, to not provide sufficient information to help them respond to the pests that the farmers were actually finding in the Parnassus area. The content of the information on ploughing was also questioned as the soil in the area was described as a sandy loam. Some members held the view that frequent ploughing of the land in the area would result in a low yield of agricultural produce.

Generally, the members agreed that the training should be delivered utilising information from the area. They also agreed that should be a practical more than academic approach should be consistent in the delivery of the training.

Access to water (EQ 1)- among the members, few had pumps to utilise water from the nearest river. Most could not purchase water consistently to support the work on their farms. Most were active on their farms during the wet or rainy season and were inactive during the dry season. The drought in 2024 was described as severe. The two main benefits of having increased access to water identified by the members were the ability to be active on their farms year-round and, their increased potential for remuneration which could be used to improve the quality of their lives.

Regularisation of the informal farmers (EQ 1)– One of the benefits of the participation in the SPAD project will be the regularisation of informal farmers who are already living on the land identified for the Agro-Park in Clarendon. The training of the informal settlers will also help them with the application which they must submit to register with the Rural Agricultural Development Authority.

Forming of a co-operative (EQ 4) – Through the training and organisation of the group, members are considering the formation of a co-operative. The members understood that with the agro-processing training and entrepreneurial opportunities, that the agro-park community would grow with new farmers, and that there would be more employment and different types of jobs.

Discussion

Jamaica has a long history with sugar and bananas, but with the reduced demand, the EU has pushed the GoJ to diversify its agricultural crops. This project is aligned with that thrust and is intended to provide irrigation to larger areas, for farmers, agro-parks, industrial customers, and to employ climate smart technologies (e.g. from flood irrigation to drip irrigation). The funding made the Parnassus site feasible as it is a sparsely populated area and the cost to improve the infrastructure would be greater than other areas. Thus, this area which was used for sugarcane can now be used for other crops. The Clarendon site for the agro-park is expected to be serviced by a river which was recently was used for a project to bring more water into Kingston as well as for industrial and residential use. The impact of salinity on freshwater sources also has to be considered with water projects in Jamaica.

The impact of the project thus far can be seen in the coordination efforts among the agencies for project implementation. The GoJ has increased interest in such projects as they are seeing the success of the projects in the benefits derived by the intended beneficiaries.

The initiatives under this project to facilitate *sustainability* (EQ 4) include the following:

- Farmers must have a business plan in their application, and they will be supported by the AIC staff to find markets and participate in the agro-park facilities and services;
- Once persons are part of the agro-parks they will have access to training by the Rural Agricultural Development Authority through its field school;
- Community meetings were also donor-driven but the need to continue them is being embraced by the GoJ and efforts will be made to continue this practice;
- Under the project, there is funding for a gender response and advocacy strategy and boosting career opportunities in agriculture;
- Relationship with the CDB (EQ 3 Efficiency);
- Bank visits every 6 months but there is more frequent communication by Zoom and emails;
- The Project appealed to the Ministry of Finance and was granted permission to utilise CDB's procurement guidelines to facilitate easier implementation and access to required resources. The entire procurement process is monitored by the Bank;
- For items procured using the GoJ funds, the MoF procedures are utilised;
- Training was provided by CDB and UKCIF in procurement procedures;
- There is general satisfaction with the CDB response time but during COVID it was challenging and the slow responses for approvals has impacted implementation and payments to local and international contractors.

Conclusions and Recommendations

1. Though delayed, this project is highly relevant for the intended beneficiaries. As primary stakeholders they are aware of the roles being played by each of the participating agencies and the participants in the FGD were envisaging an improved quality of life for themselves and the wider community;
2. The staff of the NIC were very aware of the targets to be realised from the Results Matrix. The implementation of the capacity building and community sensitisation alongside initial infrastructural work contributes to the efficiency of implementation and has provided confirmation to the beneficiaries that change is coming, and they will be ready for the next phase;
3. UKCIF's emphasis on community engagement is specific to how they work but local agencies have seen how it can be an effective good practice to get buy-in earlier from communities.

REC: Develop a model of community engagement which includes the sharing of milestones, the development of a sustainability framework with stakeholders being accountable for the achievement of different results which can be shared with other agencies.

4. The lengthy feedback time for approvals to be given by CDB has contributed to delays in procurement and payments to contractors;

REC: CDB has to look its internal system to improve the feedback time.

5. The low correlation of the costs projected by the international consultants and those of the local consultants contributed to funding and quality concerns before starting the project.

REC: Given the inability of the NIC to rationalise the costs projected by the international consultants and the local consultants because of the low correlation, the contact between the design team and the implementing team should be maintained for a period to ensure that the integrity of the infrastructure is maintained when adjustments to the design are made. This also affects the project management.

St. Lucia
Focus Area: Education and Training

Project Title: Institutional Capacity Building Within the National Utilities Regulatory Commission (TA)	
Budget: \$210,100	Duration: 6/2020 to 6/2021
Status: Completed	
Implementing Agency/Executing Agency: National Utilities Regulatory Commission (NURC) Executing Agency: CDB	

Background: The National Utilities Regulatory Commission (NURC) replaced the National Water and Sewerage Commission and is responsible for regulations that support water customers, sewerage customers, electricity customers and also the regulation of the energy sector in St. Lucia. The functions of the NURC are explained in the National Utilities Regulatory Commission Act of 2016.

According to the 2016 Act the NURC must be comprised of not less than five (5) members and not more than seven (7) members. The Commission members should have recognised expertise in thirteen (13) specific areas: The regulation of utility supply services; Business administration; Consumer affairs; Commerce; Economics; Engineering; The environment; Finance and accounting; Law; Natural resources; Project management; Public health; and Training in Utility Regulation. Members of the Commission are appointed by and report to the Minister of Infrastructure, Ports, Energy and Labour. The NURC Act also states that the Minister may give directions in writing to the Commission of a general policy nature and the Commission will have to comply with such directions. A Chief Executive Officer leads the Secretariat which supports the Commission. The staff of seven (7) should include a Regulatory Economist, Legal Officer, Energy Specialist, Consumer Relations Advocate, Water Specialist, Executive Secretary, and an Administrative Assistant.

During the field visit, the EVT found that **there was minimal knowledge of the NURC project among the stakeholders interviewed.** Only the NURC CEO, Executive Secretary at NURC, and the Consultant knew of the project. The other interviewees for the evaluation included the Water and Sewerage Company (WASCO), the St. Lucia Electricity Services (LUCELEC), the (Water Resources Management Agency), and the Ministry of Finance, Ministry of Equity Social Justice and Empowerment.

In the preparation for field visit, the WASCO team was led to believe that the focus of the evaluation would be the Vieux Fort infrastructure project and they arranged a site visit. The clarification that the NURC was the focus of the evaluation, was provided while the member of the EVT assigned to St. Lucia was on the ground there.

Project

The objective of the TA provided to the NURC was the development of a Strategic Plan and a Manual for Operational Procedures to strengthen the institutional capacity of NURC to deliver its mandate. Odyssey Consulting Inc of Trinidad and Tobago conducted all of the activities virtually due to the COVID 19 pandemic, and the company's total engagement was between 9 and 12 months. The alignment of the actions taken by the Consultant with the activities in the Terms of Reference is illustrated in the following table.

Table 11: Alignment between ToR tasks and actions undertaken by the Consultant

Tasks to be completed	Actions taken by Odyssey Inc
a) Review of the current organisation structure to determine its adequacy to deliver on NURC's mandate, identification of any structural and skills gaps and recommendations for addressing these gaps.	b) A PESTILE (Political, Economic, Social, Technological, Internal, Legal, Environmental) analysis was undertaken to understand the contextual factors which impacted the NURC.
c) Development of a Strategic Plan for the NURC including a thorough analysis of the socioeconomic and gender profiles of the customer base and linkage to the Sustainable Development Goals. This involves engagement of key stakeholders using differential participatory methodologies including inter alia, focus groups, and expert interviews and ensuring alignment of the Plan with government sector development objectives. Also, a desk review shall be conducted on international and regional best practices for utility regulation, including ensuring the achievement of multiple objectives such as efficiency, climate resiliency and social mandate.	The Strategic plan was developed with the required analysis and linkage to the Sustainable Development Goals. The following stakeholders were engaged by Odyssey Inc. <ul style="list-style-type: none"> • Director of the Bureau of Standards; • PS Department of Sustainable Development; • PS Infrastructure Ports and Energy; • Chamber of Commerce; • SLU Individual and Small Business; • CARILEC – Marketing Officer; • Executive Director – SLU Manufacturers' Association; • SLU Consumers Association; • NGOs: 1 - Helen's Daughters; 2 – Raise Your Voice St. Lucia; • Chairman of the NURC Commission; • WASCO; • LUCELEC.
d) Training of Commissioners and staff in areas such as fundamentals of utility regulation; as well as socioeconomic and gender profile of utility	This Training was completed.

Tasks to be completed	Actions taken by Odyssey Inc
customers and the implications for tariff/rate setting and utility regulation.	Tariff documentation was submitted.
e) Training of Commissioners and staff in mainstreaming gender and social inclusion to guide utilities in sector reforms. This would include sensitisation to needs of socially and economically vulnerable to ensure that the utility regulator has a positive impact on marginal groups in its policy and tariff setting mechanisms.	This training was completed. Tariff documentation was submitted.
f) Establishment of a Grievance Redress Mechanism to assist NURC to record, categorise prioritise and respond to grievances related to the customer service in accordance with the Customer Code Regulations.	No information was provided by Odyssey.

The only similarities between the stakeholders interviewed by the EVT and the those interviewed by Odyssey Inc were the two utilities. The EVT had no access to reports from this project to improve the stakeholder identification for the field visit and data collection, specifically with the members of the Commission. Odyssey Inc submitted the project's outputs to the NURC. It was not clear if the CDB had received the progress reports and final Strategic Plan.

Since the completion of the NURC project the leadership at the two utilities has changed and none of the persons in the present leadership of the two organisations knew of the NURC project. The staff of the Secretariat has also changed. During data collection only the CEO and Executive Secretary were at the NURC from when the project was being implemented. Odyssey Inc. collected data using individual interviews, a survey, and focus group discussions with the Commissioners, Water Truckers, PV Installers, and NGOs. Virtual training was conducted for the Commissioners and staff of the Secretariat

Odyssey Inc also shared that in the Strategic Plan had five areas of focus:

1. **Visibility** – Building stakeholder awareness about the NURC and understanding its role;
2. **Transparency and Stakeholder Relationship Management** – to build faith in the Commission's processes, and accept its decisions;
3. **Economic regulations standard setting and compliance of water sewerage and energy services** – this is the core work of the NURC - to ensure quality and efficiency in the delivery of services and everyday standards to manage sewerage, water and energy;
4. **Licensing** – To facilitate objective decision making and management of licenses. (This was identified as the area which was prioritised for capacity building);
5. **Internal capacity and capability** – Building the human, financial and technical capacity of the Secretariat staff and the Commission as needed.

Strategic objectives were developed for each of the focus areas. Initiatives were identified to achieve those objectives and a Performance Framework was included in the Strategic Plan. The Operational Plan included an Implementation plan with a schedule to be followed for each quarter over a 3-year timeline starting in 2021.

#	Findings	Related EQ
1	<p>The project was found to be relevant. Though most of the interviewees did not know about the project, when they understood the functions of the organisation, they shared the perception that institutional strengthening would be valuable to improve the visibility and understanding of the role of the NURC, consumers would benefit from improved advocacy especially vulnerable persons in the society, and there would be a more organised system to gather information to improve tariff setting and the regulatory environment for the utilities.</p>	EQ 1 Relevance
2	<p>Relationship between the Utilities. There is a working relationship, when needed. The new Chairman of WASCO is the past CEO of LUCELEC. LUCELEC has offered the WASCO 2 areas of support using of their system to implement customer billing and the use of smart meters which can be monitored remotely, there has been no action to accept the offer.</p>	EQ 4 Sustainability
3	<p>Relationship with CDB</p> <ul style="list-style-type: none"> • Engagement with the CDB described as favourable, positive, bureaucratic at times and the time to receive feedback was generally lengthy. CDB officers were described as approachable, willing to provide feedback and answer questions. Officers were found to be professional, and their responses were described as usually thoughtful. At times feedback and guidance using WhatsApp has facilitated moving forward; • The Interviewees acknowledged that because of the bottlenecks within their own government's systems that there may be cause for more than one CDB officer to communicate with personnel but generally they felt supported by the CDB; <p>Impact of lengthy feedback time from the CDB - WASCO applied for an increase in tariff on April 30, 2024. The NURC reached out to the CDB to assist with identifying a tariff specialist. At the time of data collection for the evaluation in June 2024, the Commission had not received a reply from CDB. The CEO expressed great concern because according to the 2016 Act they were approaching legal jeopardy regarding the time within</p>	EQ 3 Efficiency

#	Findings	Related EQ
	which they were required to respond to WASCO and so a new tariff could go into effect in September 2024 without the proper investigation and input by the NURC.	
4	<p>Effectiveness of the NURC</p> <p>Staffing at the NURC:</p> <ul style="list-style-type: none"> • Absence of the required expertise on the Commission – no expertise in the areas of engineering, natural resources, public health and training in utility regulations; • Absence of a Water Specialist on the Secretariat staff – The work of the Secretariat continues, as the staff will conduct research and seek advice from qualified persons to aid the decision making by the Commission; • High staff turnover at the NURC – Five of the seven staff members who received training and were part of the development of the new Strategic Plan are no longer at the NURC. Since the data collection phase, the CEO has also resigned. <p>Legislation:</p> <ul style="list-style-type: none"> • Aspects of the legislation have stymied the work of the agency; (Electricity act in draft – supply and use of energy) – absence of policies to guide the industry specifically. <p>Perception of the NURC by the Utilities:</p> <ul style="list-style-type: none"> • There is an <i>absence of the required expertise to adequately advise on tariffs and regulations</i> for the delivery of services in the areas of water, sewerage, electricity and energy; • Favouring LUCELEC over WASCO which has not had a tariff increase since 2013, while LUCELEC has been able to secure increases; • There is need to build a better relationship and trust with the regulator. <p>Quality of reports from the Utilities:</p> <ul style="list-style-type: none"> • LUCELEC provides annual reports to the NURC which are utilised by the Commission to report to the Ministry. The reports from the LUCELEC were found to provide more information than the reports from the WASCO; • WASCO sends quarterly reports to the NURC. The most recent report was deemed non-compliant and the agency has written to the NURC for guidance. <p>Grievance Redress Mechanism:</p>	EQ 3 Effectiveness

#	Findings	Related EQ
	<ul style="list-style-type: none"> <li data-bbox="386 321 1117 384">• The NURC had recent success whereby they were assist a complainant achieve redress from WASCO. 	

Discussion

Institutional Effectiveness (EQ 3): The effectiveness of the NURC is impacted by ***legislation gaps*** which do not facilitate its regulation of aspects of the electricity services and the services in the energy sector. The ***lack of expertise*** in critical areas impacts the quality of decision making by the NURC and lack of confidence by the utilities into the ability of the Commission to understand the implementation context and adequately regulate them.

One of the environmental threats identified by Odyssey Inc was the ***staff turnover*** as the Secretariat positions required professional with specific skillsets who could command higher remuneration than what the NURC offered. During the evaluation the CEO shared that it was the first time that the Secretariat was so well-staffed but she was always fearful about staff leaving and the ***sustainability*** of the impact of the work done by Odyssey Inc to deliver the type of Strategic Plan the NURC needed.

She acknowledged that the role of the NURC may not have been well known by the stakeholders. Many persons were new to their positions and the NURC had not as yet taken the steps needed to increase its ***visibility*** as outlined in the Operational Plan. While Odyssey Inc had made a presentation to the Commission about the new Strategic Plan, the CEO explained that follow up work was needed to build ownership. She described the new NURC staff as having embraced the expected ethos needed to implement the new Strategic Plan. They in turn described the CEO, as having a results-oriented approach to the work of the NURC. She informed that she was guided by the Performance Framework in the Strategic Plan.

Conclusion

The project was completed with Odyssey Inc, delivering the outputs as stated in the ToR. However, with the staff turnover in the Secretariat, the absence of critical expertise on the Commission, the gaps in the legislation, the impact of the institutional strengthening is minimally evident and the trust in the NURC is low.

The relationship between WASCO and LUCELEC has to be strengthened as cooperation with service delivery will lead to improved access to the utilities for the citizens of St. Lucia.

Recommendations

There is a need to get buy-in and a commitment from the leadership at the Ministry to drive the initiatives in the focus areas identified in the NURC Strategic Plan.

The leadership teams of WASCO and LUCELEC should develop an Action Plan and formalise a working relationship which is mutually beneficial and allows for co-learning.

Annex iii: Theory of Change Workshop Report

REPORT	Theory of Change Workshop
DATE	May 28, 2024
TIME	9 – 11am AST
MODE	Virtual meeting via Zoom

ATTENDEES

<ul style="list-style-type: none"> • Dwayne Squires • Luther St. Ville • Sara-Jade <u>Govia</u> • Anthony George • Nicola Johnson • <u>Shellyann Blackwood</u> • <u>Dindial Ramrattan</u> • Malcom Wallace 	<p>Participants</p> <ul style="list-style-type: none"> • Karl <u>Pivott</u> • Melissa <u>Felician</u> 	<p>LATTANZIO KIBS</p> <ul style="list-style-type: none"> • Matilde <u>Paccagnini</u> • Thomas Ryan (Team Lead) • Georg Petersen (Team Member) • Lennise Baptiste (Facilitator, Team Member)
<ul style="list-style-type: none"> • Hopeton Peterson • Joseph Williams 	<p>OIE</p> <ul style="list-style-type: none"> • Serena <u>Rossignoli</u> • Thiana de La Garza • Katherine <u>Liakos</u> • Denise <u>Padmore</u> 	

Prior to data collection, a workshop was held with CDB staff to discuss the Theory of Change which was developed for the evaluation. Individually and in groups, participants discussed their responses to the following statements and questions:

- Icebreaker 1 - If you think of a “Theory” as a cake, identify 2 essential ingredients to ensure that the theory is a dependable one;
- Icebreaker 2 - If you think of “Change” as a cake, identify 2 essential ingredients to ensure long lasting change;
- (Group Work) - What is the purpose of a Theory of Change?
- (Group Work) - How would you describe CDB’s Theory of Change based on your knowledge of the projects it has supported in The Caribbean?
- (Group Work) - What do you know about the new Water and Wastewater Sector Policy and Strategy?

Ice-breaker 1

If you think of a "Theory" as a cake, identify 2 essential ingredients to ensure that the theory is a dependable one

Some points raised in the discussion:

- Flour and eggs are the basic ingredients in cake - they referred to the understanding the basic steps need to the desired outputs and outcomes; the type of flour needed is dependent of knowledge of the audience and context;
- Butter was identified as necessary to hold the cake together – reference was made to consistency of messaging, harmonisation of processes, coordination across the Bank’s units;
- Love and patience was necessary to work through the processes to promote understanding to take the steps to achieve the goals associated with the water interventions supported by the Bank.

Ice-breaker 2

If you think of a "Change" as a cake, identify 2 essential ingredients to ensure long lasting change

Some points raised in the discussion:

- The role of preservatives was to sustain the change. They may be persons who act as change champions or protocols for different processes;
- Refrigerator, fridge refer to maintaining the right environment for the change;
- Capacity building is necessary to increase understanding of the vision which inspired the change.

What is the purpose of a Theory of Change?

- A map showing the steps to obtain the long-term outcome – showing how you will get you to your outcomes
- There should be a focus on what you are doing - What other players are doing – look at and record what other players are doing – Look at internal and external factors that affect what you are doing
- Consider that you need to understand the whole process that would effect change - you must be cautious about the assumptions
- What is the future you want? If then, what are the inputs and outputs?

Shared by Group 1

How would you describe CDB's Theory of Change based on your knowledge of the projects it has supported in The Caribbean?

- **Context – CDB's work is demand-driven**
- **Issues in the water sector:**
 - Access to and reliability of water supply;
 - Unknown baseline;
 - Under-regulation in the sector
 - Limited tariff setting
 - Governance
 - Lack of integrated water resources management

Work is linked to SDG Level Outcomes

- Good response at the regional level in urban areas
- Consistent water quality is an issue
- Year-round access also an issue

Desired Outcomes:

- **Resilient infrastructure**
- **Resilient Institutions**
- **Resilient People – qualified and understanding the standards to be attained**

Shared by Group 2

The points made by the group:

- The work of CDB is demand driven;
- The problems which the interventions seek to address include but are not limited to: having access to a reliable source of water; baseline information is often not available or collected; regionally there is under-regulation in the sector; there are governance issues in the management of water utilities; and generally, integrated water resources management is lacking.
- For the water sector, the Bank looks at regional achievement of targets identified for SDG 6 – *clean water and sanitation for all*. Regionally countries have been able to satisfy the associated targets though some countries experience problems with consistent water quality and year-round access to water due to wet and dry seasons.

Theory of Change Components	TOR Focus Areas				
	Water Supply (WS)	Sanitation (SAN)	Waste Management & Disposal (WM&D)	Education & Training in WS & SAN	Agricultural Water Resources (AWR)
Goal	Improving the lives of persons in the BMCs by ¹ making drinking water available, ensuring an acceptable quality of service and tariff, and improving hygienic waste disposal facilities for rural communities.			² more competitive, inclusive, and sustainable agrifood systems in the BMCs	
Intended Outcomes	<ul style="list-style-type: none"> improved access to safe water and wastewater services through the installation of water supply pipelines; provision of improved access to clean water supply and improved access to wastewater treatment systems; support for projects with technologies to promote reduction in greenhouse gas emissions from water and wastewater. 			<p>Indicator – Goal</p> <p>% increase of population with access to drinking water</p> <ul style="list-style-type: none"> Improved resilience to climate change 	
Outputs	<ul style="list-style-type: none"> Installed and upgraded water lines; increased number of households with access to clean water supply; investments in projects that implement new technologies to promote water and wastewater treatment systems; Policies for Water and Wastewater Management, Agriculture, Climate Resilience, Energy and Disaster Management. Interventions in agriculture selected with a value chain perspective; Increased employment for residents in rural communities. 			<p>Indicators - Outcomes</p> <p># of countries with improved access ...</p> <p># of countries that received support for ...</p>	
Inputs/Strategies	Loans, equity and grants for capital projects in the water and sanitation sector; Grants under the Basic Needs Trust Fund (BNTF); Technical Assistance; Capacity Building; Partnerships with financial institutions;				
Assumptions	<ul style="list-style-type: none"> BMCs have legislation governing water supply and sanitation that provide oversight and sufficient funding; BMCs identify the Bank as their primary partner for water and sanitation management; the lack of credit in nature. 			<p>Indicators - Outputs</p> <p># of households with increased access to clean water ...</p> <p># of countries with policies for ...</p> <p># of persons employed in agriculture after project completion ...</p>	

The Draft Theory of Change utilised for the evaluation formed the basis for a discussion about examples of indicators that could be utilised at the goal, outcome and output levels. The issues discussed included:

- The Bank does not identify goals at the outcome and goal levels but looks instead at the SDGs to report on what is happening in the region;
- While there is interest in indicators such as those on the Figure above, the Bank may conduct some research but the achievement of results in the water sector could not be attributable to the Bank only, as the work of other development partners in the region must be considered;
- There are metrics for terms such as *improved access* which will necessitate measurement of the elements of efficiency, affordability, sustainability, and good quality. There is also a metric for *integrated water management*;
- The Bank was in the process of updating its corporate strategy and intends to maintain its mission of *Transforming lives and reducing poverty*;
- A Resilience Framework in the updated Strategic plan which is more outcome-focused for the areas of social, environmental, financial and institutional resilience;
- Outputs are CDB-controlled, outcomes are not, was a stated concern;
- For the revised ToC, the suggestion was made to group the outputs according to financial, institutional, environmental, technical and social outputs;
- How outputs and outcomes could be tracked was another concern expressed. Every capital works project has a Progress Reports and a Project Completion Report to submit and the emphasis has been on the completion of infrastructural work and not about impact and any of the cross-cutting issues;
- The OIE does random checking of projects post implementation;
- With the BNTF projects, there is a Logframe with the expected results, the *means of verification* has been an challenge for projects in Jamaica and Guyana when doing the Impact Case Studies.

Goal – p.14

- Considering: 1- the context of its operations; 2 - constraints in terms of capacity; 3 - the limits of its funding resources, and 4 - the specific circumstances of the BMCs
 - Key Principles:
 - a) **Selectivity and Focus:** focusing on areas where it has a comparative advantage and can achieve the greatest development impact in the widest set of BMCs.
 - b) **Alignment:** CDB's support for the water and wastewater sector will be aligned to the Strategic Priorities of its BMC and the Sustainable Development Goals, which underscores local ownership, and will be undertaken within the context of the Bank's Core Competencies, Strategic Priorities, other CDB Strategies, Policies and Charter. Draft Water and Wastewater Sector Policy and Strategy 15
 - c) **Building Strategic Partnerships:** CDB will continue to work to establish strategic partnerships with other financial institutions, regional agencies and other key actors active in the regional water and wastewater sector, to facilitate increased impact of CDB's interventions. This approach is also consistent with the joint Multilateral Development Banks (MDB) Statement at COP 26 in 2021

The third group did not present but the facilitator spoke briefly about the key principles which would guide the future work of the Bank as stated in the new Water and Wastewater Policy, that was still to be approved. The new Theory of Change of the Bank must illustrate how selectivity and focus, the alignment of projects to the strategic priorities of BMCs and the SDGs and building strategic partnerships will be utilised to realise the Bank's strategic goal of improving access to a safe, reliable and sustainable water supply and improved sanitation.

Recommendations

- a. Build partnerships and collaborate with strategic partners across sectors to share information and build their capacity to collect the information which the Bank requires;
- b. Water interventions are found under the social resilience pillar but in the process of revising the ToC, ***there must be an internal decision about which of the strategic pillars water interventions should be placed.*** – This indicated to the EVT that this decision had to be taken before a revision to the ToC used for the evaluation;
- c. Specifically for this evaluation:
 - Leave the 1981 goal;
 - Categorise the outputs into three groups, HR, Institutional, Infrastructure – this will provide a picture about the Bank's emphasis. (see follow up).
- d. Concern was raised about assessing projects against policies which may have changed after projects had been appraised and approved such as the revised energy policy in 2015, the education and training policy in 2017 and the gender policy in 2019.

Follow-up

The categorisation of the outputs of the case studies for the evaluation is shown in Table 1. Across the 10 projects, 3 were for HR, 15 for Institutional strengthening and 11 for Infrastructure.

#	Country	Name of Project	Outcomes	Outputs	HR	Institutional	Infrastructure
1	Dominica	Dominica Water Sector Strategic Development Project	Improved efficiency and climate resilience of the targeted water supply and distribution infrastructure	Water abstraction storage and distribution system for targeted water areas expanded and rehabilitated			X
			Improved water quality and reduced water pollution in project area of Jimmit wastewater system	Supervisory Control and Data Acquisition System operational		X	
			Enhanced capacity of DOWASCO to deliver an efficient reliable supply of potable water to targeted areas and to collect treat and dispose of wastewater at Jimmit	Wastewater system expanded and upgraded at Jimmit			X
				RE solution integrated			X
				Operational capacity and recommendations of Feasibility Study implemented		X	
2	Dominica	Technical Assistance – Development of a Water Sector	Enhanced capacity of GOCD to develop a climate	Recommendations for the redevelopment of the water supply and wastewater			X

#	Country	Name of Project	Outcomes	Outputs	HR	Institutional	Infrastructure
		Strategic Plan, Feasibility Study and Preparation of Detailed Designs for Selected Interventions	resilient and gender responsive water sector	infrastructure and associated construction costs			
				Recommendations for enhanced gender equality, environmental sustainability and climate resilience		X	
				Capacity building programme for DOWASCO institutional strategy as well as water resource management		X	
3	Jamaica	Rural Water Supply Programme	Efficient reliable and sustainable supply of potable water in targeted communities in Jamaica	Expansion and rehabilitation of water abstraction, storage and distribution system in targeted communities			X
				Strengthen operational capacity and gender responsiveness of RWSL and NWC		X	
				Feasibility Study, Design and Bid Documents - community catchment and wayside tanks and rainwater harvesting systems for schools and institutions			X
4	Jamaica	Preparation of Detailed Designs for a Rural Water Supply Project	Enhanced capacity of GoJ/RWSL for evidence-based decision making in	Completer Detailed Design Report Designs and Bid documents with recommendations for water supply			X

#	Country	Name of Project	Outcomes	Outputs	HR	Institutional	Infrastructure
			the development of rural water supply systems for 20 selected communities	and distribution in 20 selected rural communities in Jamaica			
5	Turks and Caicos	Integrated Solid Waste Management	Enhanced capacity of the GOTCI in the sustainable management of solid waste in TCI	ISWM Strategy completed		X	
				Feasibility Study and Design for SWM facilities completed		X	
				Selected GOTCI staff trained in SWM	X		
6	St. Lucia	Institutional Capacity Building Within the National Utilities Regulatory Commission	Enhanced capacity to regulate the energy, water and sanitation sectors in St. Lucia	Organisational review completed		X	
				Draft Strategic Plan completed		X	
				Social/Gender Training completed	X		
				Training/ Tariff completed		X	
7	Regional	Development of a Caribbean Water Utility Insurance Collective	Enhanced decision-making capacity of the water utilities in selected BMCs to consider parametric insurance as part of their disaster risk financing strategy	Parametric insurance products developed		X	
8	Regional	Preparation of a Water and Sanitation Sector Strategy and Operational	Approved Water and Sanitation Sector Policy, Strategy and	Consultant report on Water and Sanitation Sector Policy and Operational Guidelines prepared		X	

#	Country	Name of Project	Outcomes	Outputs	HR	Institutional	Infrastructure
		Guidelines for the CDB	Operational Guidelines	Initial investment programme		X	
9	Jamaica	Southern Plains Agricultural Development Project (SPAD)	Increased productivity and access to markets in project areas	Climate resilient roads			X
				Increased leasehold area			X
				Improved of-farm irrigation system			X
				Gender responsive and inclusive capacity building	X		
10	Jamaica	St. Catherine and Clarendon Agricultural Development Project – Feasibility and Design Study (SCCADP)	Enhanced capacity for the development of socially inclusive gender responsive and climate resilient plans and designs for agricultural development in selected communities in St. Catherine and Clarendon	Recommendations and associated designs for ST. Catherine and Clarendon Agricultural Development Project			X
				TOTAL			

Annex iv: Overview of interviews

Men	Women	Total
32	20	52

Evaluation Phase	Place	General stakeholder group	Title	Name
Inception	Online	CDB Staff	Specialist of infrastructure	William Ashby
Inception	Online	CDB Staff	Acting Director of Projects	Lewis O'Reilly
Inception	Online	CDB Staff	Senior operations officer - Civil Engineer	Dwayne Squires
Inception	Online	CDB Staff	Senior operations officer - agriculture Unit	Luther St. Ville
Data Collection	St.Lucia	WASCO	Chief Executive Officer	Zilta George
Data Collection	St.Lucia	WASCO	Head of Project Management Unit	Maurice Norville
Data Collection	St.Lucia	WASCO	Support Services Manager	T. Victor
Data Collection	St.Lucia	Ministry of Finance	Director of Finance	Imran Williams
Data Collection	St.Lucia	Water Resources Management Agency	Director	Jason Ernest
Data Collection	St.Lucia	Water Resources Management Agency	Field Scientist	Junior Mathurin
Data Collection	St.Lucia	Ministry of Equity, Social Justice and Empowerment	Permanent Secretary	Charmaine Hyppolite-Emmanuel
Data Collection	St.Lucia	Ministry of Equity, Social Justice and Empowerment	Deputy PS	Celia Charles-Arthur
Data Collection	St.Lucia	Ministry of Equity, Social Justice and Empowerment	Consultant	Juliana Daniel Foster
Data Collection	St.Lucia	National Utilities Regulatory Commission	CEO	Allison Jean
Data Collection	St.Lucia	National Utilities Regulatory Commission	Legal Officer	Desiree Tommy
Data Collection	St.Lucia	National Utilities Regulatory Commission	Financial and Administrative Officer	Janice Jean

Evaluation Phase	Place	General stakeholder group	Title	Name
Data Collection	St.Lucia	National Utilities Regulatory Commission	Executive Secretary	Julie Peter-Clauzel
Data Collection	Online	Odyssey Inc	Principal Consultant	Anthony Watkins
Data Collection	Online	Odyssey Inc	Consultant	Sheldon Baptiste
Data Collection	Dominica	Ministry of Housing & Urban Development	Chief Tech Officer	Imran Cuffy
Data Collection	Dominica	Ministry of Public Works (Public Utilities and Digital Economy)	Permanent Secretary	Emile Lancelot
Data Collection	Dominica	DOWASCO	Chief Engineer, Project Team Leader for WSSDP	Magnus Williams
Data Collection	Dominica	DOWASCO	Project Engineer	Neil Esprit
Data Collection	Dominica	DOWASCO	General Director	Bernard Ettinoffe
Data Collection	Dominica	DOWASCO	Acting Operations Manager	Gomez Drigo
Data Collection	Dominica	DOWASCO	Financial Controller	Juliana Boston
Data Collection	Guyana	GWJ	Exec. Director Hinterlands Services	Ramsan Jailal
Data Collection	Guyana	GWJ	Project Coordinator Water Supply Improvement Project	Arshad Jacoub
Data Collection	Guyana	Ministry of Finance	Director of Projects and Chairman of oversight entity of BNTF	Bernard Lord
Data Collection	Guyana	Ministry of Finance	Economic and Financial Analyst with resp. for CDB projects	Dorenda Shako
Data Collection	Guyana	BNTF	Project Manager	Karen Roopchand
Data Collection	Guyana	BNTF	Community Liaison Officer	Beverley Bumbry
Data Collection	Guyana	Tousha KamarangIwarawatta Village	Community representative from KamarangIwarawatta village	Marsha
Data Collection	Jamaica	Water Resources Authority (WRA)	Dep CEO	Peter Clark
Data Collection	Jamaica	National Irrigation Commission (NIC)	PM SPADP	Tenny Daley
Data Collection	Jamaica	National Irrigation Commission (NIC)	Dir of Projects	Wayne Williams
Data Collection	Jamaica	Rural Water Supply Limited (RWSL)	Managing Director	Audley Thompson
Data Collection	Jamaica	Rural Water Supply Limited (RWSL)	Sen Project Engineer	Sherifa Cohen
Data Collection	Jamaica	Rural Water Supply Limited (RWSL)	Project Design Engineer	Ruth Anne McClymont

Evaluation Phase	Place	General stakeholder group	Title	Name
Data Collection	Jamaica	Rural Water Supply Limited (RWSL)	Project Engineer	Otis Tate
Data Collection	Jamaica	National Water Commission	Vice President Engineering & Capital	Garth Jackson
Data Collection	Jamaica	National Water Commission		Melissa Townsend
Data Collection	Online	CDB Staff	Operations Officer, Analyst	Debbie Lewis
Data Collection	Online	CDB Staff	Programme Manager, Infrastructure Partnerships	Sharon Griffith
Data Collection	Online	CDB Staff	Gender Specialist	Maria Ziegler
Data Collection	Online	CDB Staff	Climate Change Specialist	Nicholas Ross
Data Collection	Online	LUCELEC Electricity Utility - St. Lucia	General Manager	Gilroy Pultie
Data Collection	Online	CDB Staff	Sr Operations Officer	Karl Pivott
Data Collection	Online	CWWA Member	Director Water and Waste - Unite Caribbean	Ronald Roach
Data Collection	Online	CDB Staff	Operations Officer, Economic Infrastructure Division EID	Andrea Gill
Data Collection	Online	IDB Country Office Suriname	Water & Sanitation Consultant	Rodrigues Carlos Antonio
Data Collection	Online	CDB Staff	RWSL Project officer Jamaica	Antonia Hart

Annex v: List of key documents reviewed

External Documents
EG Caribbean Water Study, Inter-American Development Bank, November 2021
Progress on household drinking water, sanitation and hygiene 2000-2020: five years into the SDGs. Geneva: World Health Organization (WHO) and the United Nations Children's Fund (UNICEF), 2021
Background and Policies
Agriculture Sector Policy and Strategy Paper 2020 – 2025, CDB, 2020
Assessment of The Water Sector in The Caribbean: Summary Report, CDB, Jan 2015
Development Effectiveness Review 2021, CDB
Preparation of a Water and Sanitation Sector Policy, Strategy and Operational Guidelines for CDB – Draft Water and Wastewater Sector Policy and Strategy, CDB, 2023
Preparation of a Water and Sanitation Sector Policy, Strategy and Operational Guidelines for CDB- Policy Options Report, CDB, 2022
Strategic Plan Update 2022-2024, CDB, Dec 2021
Terms of Reference, Evaluation of the Bank's Work in the Water Sector, CDB's, 2023
Water and Sanitation Policy, CDB, 1981
Caribbean Water Study, Technical Note No IDB-TN-2320, Inter-American Development Bank Water and Sanitation Division, November 2021,
Agriculture Capital Projects
Climate Smart Agriculture And Rural Enterprise Programme – Grenada, Appraisal Report, CDB, 2017
Community-Based Agriculture And Rural Development – Haiti, Appraisal Report, CDB, 2016
Community-Based Agriculture And Rural Development II – Haiti, Appraisal Report, CDB, 2021
Enhancing Sugarcane Farmers Resilience To Natural Hazard Events – Belize, Appraisal Report, CDB, 2020
Essex Valley Agriculture Development Project – Jamaica, Appraisal Report, CDB, 2017
Southern Plains Agricultural Development Project – Jamaica, Appraisal Report, CDB, 2019
AgricultureTA Projects
12th Regional Agriculture Planner's Forum, CDB, 2019
Caribbean Agriculture Sector Review And Development Of The Caribbean Development Bank's Agriculture Sector Policy And Strategy, CDB, 2017
Drought Recovery Scheme (DRS) Assessment – Belize, CDB, 2020
Piloting of Planning and Prioritisation Frameworks for Rural Infrastructure in the Caribbean, CDB, 2010
St. Catherine And Clarendon Agricultural Development Project - Feasibility And Design Study – Jamaica, CDB, 2018
Strengthening the Capacity of the Fisheries Sub-sector in Caribbean Development Bank Borrowing Member Countries to Access the Green Climate Fund, CDB, 2018
BNTF Projects
Basic Need Trust Fund – Tenth Programme, Sector portfolio No 3, Guyana, Water And Sanitation Systems Enhancement, CDB, 2022
Basic Need Trust Fund – Tenth Programme, Sub-Project Profile Form, Nappi Water Supply System Improvement, CDB, 2021
Basic Need Trust Fund – Tenth Programme, Sub-Project Profile Form, Water, Sanitation and Hygiene (WASH) Training - Capacity Building, CDB, 2021

Belize Social Investment Fund III: Additional Loan Corrigendum, CDB, 2022
Grenada Wastewater Treatment and Recycling Project, Final Allocation Agreement, CDB, 2022
Water Capital Projects
Dominica Water Sector Strategic Development Project Commonwealth Of Dominica, Appraisal Report, CDB, 2022
Rural Water Supply Programme – Jamaica, Appraisal Report, CDB, 2020
Sixth Water (Vieux Fort Water Supply Redevelopment) Project Saint Lucia, Appraisal Report, CDB, 2020
Southern St. George Water Supply Expansion Project – Grenada, Appraisal Report, CDB, 2023
Technical Assistance – Integrated Solid Waste Management – Turks And Caicos Islands, Appraisal Report, CDB, 2018
Water Supply Improvement Project – Commonwealth Of The Bahamas, Appraisal Report, CDB, 2015
Water Supply Improvement Project – Guyana, Appraisal Report, CDB, 2023
Water TA
Capacity Strengthening: Saint Lucia’s National Utilities Regulatory Commission (NURC) Training in Energy Pricing and Benchmarking Infrastructure Operations, Appraisal Report, CDB, 2019
Development of a Caribbean Water Utility Insurance Collective, Appraisal Report, CDB, 2023
Development of a Strategic Plan for the Water Sector in the Caribbean Region, Appraisal Report, CDB, 2018
Emergency Relief for Water Supply and Sanitation Services - Hurricanes Irma and Maria, Appraisal Report, CDB, 2018
Energy Audits for Public Buildings and Water Pumping Stations, Appraisal Report, CDB, 2017
Energy Audits in Public Buildings, Water and Waste Water Sector, Appraisal Report, CDB, 2018
Feasibility of Biogas from Municipal Sewage, Appraisal Report, CDB, 2022
Natural Disaster Risk Management In Cariforum Countries Programme: Planning For The Integration Of Climate Resilience In The Water Sector In The Borrowing Member Countries Of The Caribbean Development Bank, Appraisal Report, CDB, 2018
Port Modernisation Project - Kingstown St. Vincent And The Grenadines, Appraisal Report, CDB, 2017
Preparation of Detailed Designs for a Rural Water Supply Project – Jamaica, Appraisal Report, CDB, 2020
Support of the Caribbean Water and Wastewater Association Ministerial Fora - Water and Solid Waste Management, Appraisal Report, CDB, 2019
Support to the 2022 High-Level Forum on Water of the Caribbean Water and Wastewater Association, Appraisal Report, CDB, 2022
Support to the 2023 High-Level Fora of the Caribbean Water and Wastewater Association, Appraisal Report, CDB, 2023
Technical Assistance – Development Of A Water Sector Strategic Plan, Feasibility Study And Preparation Of Detailed Designs For Selected Interventions For The Commonwealth Of Dominica, Appraisal Report, CDB, 2019
Technical Assistance -Water Sector Enhancement Project – Guyana, Appraisal Report, CDB, 2018
Third Water (South Ambergris Caye Water And Sewerage Expansion) Project – Belize, Appraisal Report, CDB, 2018
Training of Trainers Workshop for the Integration of Climate Resilience in the Water Sector, Appraisal Report, CDB, 2018
Jamaica - Rural Water Supply Project
Rural Water Supply Programme, Draft Climate Risk Vulnerability Assessment Comments, 2021
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Annex vi: Portfolio review

Table 2: Portfolio of Bank Projects in the Water Sector 2017 – 2023

No.	Project Title	Type	Primary Sector	Focus Area	Country	CDB Approved Amount (USD unless otherwise stated)
1	Port Modernisation Project - Kingstown, St. Vincent And The Grenadines	TA	Water transport	Not Water Supply	St Vincent & Grenadines	£2,424,000
2	Preparation of Detailed Designs for a Rural Water Supply Project - Jamaica	TA	Water supply and sanitation - large systems	WS	Jamaica	750,000
3	Support Of The Caribbean Water and Wastewater Association Ministerial Fora- Water and Solid Waste Management (28th CWWA Annual Conference)	TA	Water supply and sanitation - large systems	WS, SAN, SWM, ET	Regional	76,000
4	Third Water (South Ambergris Caye Water And Sewerage Expansion) Project - Belize	TA	Water supply and sanitation - large systems	WS, SAN	Belize	205,000
5	Water Supply Improvement Phase II	Capital	Water Supply	WS	Bahamas	40,000,000
6	Development of a Strategic Plan for the Water Sector in the Caribbean Region	TA	Water sector policy and administrative management	WS, SAN, ET	Regional	149,000
7	Preparation of a Water and Sanitation Sector Policy, Strategy and Operational Guidelines for the Caribbean Development Bank	TA	Water sector policy and administrative management	WS, SAN	Regional	750,000
8	Basic Needs Trust Fund 10th Cycle - Nappi Water Supply System	Capital	Water and Sanitation	WS, SAN	Guyana	350,390
9	Basic Needs Trust Fund 10th Cycle - WASH Training	Capital	Water and Sanitation	WS, SAN, ET	Guyana	115,636
10	Development of a Water Sector Strategic Plan, Feasibility Study and Preparation of Detailed Designs for selected interventions	TA	Water and Sanitation	WS, SAN	Dominica	2,570,802
11	Dominica Water Sector Strategic Development Project	Capital	Water and Sanitation	WS, SAN	Dominica	30,318.872
12	Emergency Relief for Water Supply and Sanitation Services	TA	Water and Sanitation	WS, SAN	Regional	149,521
13	Energy Audits for Public Buildings and Water Pumping Stations	TA	Water and Sanitation	WS, ET	St. Kitts and Nevis	149,500
14	Energy Audits in Public Buildings, Water and Wastewater Sector	TA	Water and Sanitation	WS, SAN, ET	Dominica	127,000
15	Grenada Wastewater Treatment and Recycling Project	TA	Water and Sanitation	SAN	Grenada	
16	Guyana Water Supply Improvement Works	Capital	Water and Sanitation	WS	Grenada	76,249,000
17	Integrated Solid Waste Management	Capital	Water and Sanitation	SWM	Turks & Caicos Islands	672,500
18	North Ambergris Caye Water and Sanitation Project	Capital	Water and Sanitation	WS, SAN	Belize	80,000,000
19	Planning for the Integration of Climate Resilience in the Water Sector in the BMCs in CDB	TA	Water and Sanitation	WS, SAN	Regional	703,395

No.	Project Title	Type	Primary Sector	Focus Area	Country	CDB Approved Amount (USD unless otherwise stated)
20	REG - TA - 2023 High Level Fora of the Caribbean Water and Wastewater Association	TA	Water and Sanitation	WS, SAN, ET	Regional	150,000
21	Rural Water Supply Project	Capital	Water and Sanitation	WS	Jamaica	30,000,000
22	Sixth Water (Vieux Fort Water Supply Redevelopment) Project	Capital	Water and Sanitation	WS	Saint Lucia	27,338
23	Southern St. George Water Supply Expansion Project	Capital	Water and Sanitation	WS, ET	Grenada	20,772,700
24	Support To The 2022 High-Level Forum On Water Of The Caribbean Water And Wastewater Association	TA	Water and Sanitation	WS, SAN, ET	Regional	48,000
25	TA - Development of a Caribbean Water Utility Insurance Collective	TA	Water and Sanitation	WS, SAN, ET	Regional	650,000
26	Technical Assistance- Water Sector Enhancement Project - Guyana	TA	Water and Sanitation	WS, SAN	Guyana	1,265,000
27	Third Water - Ambergris Caye	Capital	Water and Sanitation	WS	Belize	10,902,500
28	Trainer of Trainers Workshop for the Integration of Climate Resilience in the Water Sector	TA	Water and Sanitation	WS, SAN, ET	Regional	149,330
29	Grenada Wastewater Treatment and Recycling Project	TA	Water and Sanitation	SAN	Grenada	20,772,700
30	Feasibility of Biogas from Municipal Sewage	TA	Energy Generation	SAN	Belize	150,000
31	Institutional Capacity Building Within The National Utilities Regulatory Commission - Saint Lucia	TA	Education and training in water supply and sanitation	WS, SAN, ET	Saint Lucia	210,100
32	Climate Smart Agriculture	Capital	Agriculture	AG	Grenada	5,000,000
33	Enhancing Sugarcane Farmers Resilience to Natural Hazard Events	Capital	Agriculture	AG	Belize	1,013,000
34	Community-based Agriculture and Rural Development	Capital	Agriculture	AG	Haiti	8,000,000
35	Community-based Agriculture and Rural Development II	Capital	Agriculture	AG	Haiti	7,500,000
36	Essex Valley Agricultural Development Project	Capital	Agriculture	AG	Jamaica	£43,671,000
37	Southern Plains Agricultural Development Project (UKCIF)	Capital	Agriculture	AG	Jamaica	£21,930,870
38	Drought Recovery Scheme Assessment - Belize	TA	Agricultural research	AG	Belize	49,730
39	Improving Competitiveness of Agro-Processors in the Cooperative Republic of Guyana Through Training in Quality Standards	TA	Agricultural education/training	AG, ET	Guyana	97,257
40	12th Regional Agriculture Planner's Forum	TA	Agricultural development	AG	Regional	49,455
41	Caribbean Agriculture Sector Review and Development of The Caribbean Development Bank's Agriculture Sector Policy and Strategy	TA	Agricultural development	AG	Regional	450,000

No.	Project Title	Type	Primary Sector	Focus Area	Country	CDB Approved Amount (USD unless otherwise stated)
42	Feasibility and Design Study - St. Catherine and Clarendon Agricultural Development Project - Jamaica	TA	Agricultural development	AG	Jamaica	65,000
43	Feasibility and Design Study - St. Catherine and Clarendon Agricultural Development Project	TA	Agricultural development	AG	Jamaica	£974,289
44	Piloting of Planning and Prioritisation Frameworks for Rural Infrastructure in The Caribbean	TA	Agricultural development	AG	Regional	185,000
45	Strengthening the Capacity of the Fisheries Sub-Sector In BMCs to Access the Green Climate Fund	TA	Agricultural alternative development	AG, ET	Regional	47,500
46	Basic Needs Trust Fund 10th Cycle	Capital	Agricultural development	AG	Belize	
47	Belize Social Investment Fund III Loan	Capital	Agricultural development	AG	Belize	10,000,000

Focus Areas
<i>Water Supply (WS)</i>
<i>Sewerage/ Sanitation (SAN)</i>
<i>Solid Waste Management and Disposal (SWM)</i>
<i>Education and training (ET)</i>
<i>Agricultural Water Resources (AG)</i>

Annex vii: Evaluation terms of reference

