

CARIBBEAN DEVELOPMENT BANK



SPECIAL DEVELOPMENT FUND (UNIFIED)

**BASIC NEEDS TRUST FUND - SIXTH PROGRAMME
MID-TERM EVALUATION FINAL REPORT AND MANAGEMENT RESPONSE**

APRIL 2012

ABBREVIATIONS

BMCs	-	Borrowing Member Countries
BNTF 6	-	Basic Needs Trust Fund (Sixth Programme)
BNTFO		Basic Needs Trust Fund Office
BOD	-	Board of Directors
CARICOM	-	Caribbean Community
CCA	-	Climate Change Adaptation
CCCCC	-	Caribbean Community Climate Change Centre
CMDG	-	Caribbean-specific MDG Framework
CPAs	-	Country Poverty Assessment
CSO	-	Civil Society Organisation
CSP	-	Country Strategy Paper
CTCS		Caribbean Technological Consultancy Services Network
DFID	-	Department for International Development of the United Kingdom
DPs	-	Development Partners
DRM	-	Disaster Risk Management
ECG	-	Evaluation Cooperation Group
EOV	-	Evaluation and Oversight Division
GMR	-	Governance Monitoring Report
IDB	-	Inter-American Development Bank
IFIs	-	International Financial Institutions
MDGs	-	Millennium Development Goals
MfDR	-	Managing for Development Results
MTE	-	Mid-Term Evaluation
MTR	-	Mid-Term Review
PBLs	-	Policy-Based Loans
PCMT	-	Project Cycle Management Training
PCRs	-	Project Completion Reports
PPMS	-	Project Portfolio Management System
PRAP		Poverty Reduction Action Plan
RAS	-	Resource Allocation System
RBM	-	Results-Based Management
RCI	-	Regional Cooperation and Integration
RMF	-	Results Monitoring Framework
RRL	-	Reconstruction and Rehabilitation Loan
SDF	-	Special Development Fund
SDF 6	-	Special Development Fund (Sixth Cycle)
SDF 7	-	Special Development Fund (Seventh Cycle)
SPMR		Sub-project Monitoring Report
TA	-	Technical Assistance
UNECLAC	-	United Nations Economic Commission for Latin America

TABLE OF CONTENTS

1. BACKGROUND
2. INTRODUCTORY COMMENTS
3. MANAGEMENT'S RESPONSE

BASIC NEEDS TRUST FUND

MANAGEMENT RESPONSE TO THE CONCLUSIONS AND RECOMMENDATIONS OF THE MID-TERM EVALUATION OF THE BNTF SIXTH PROGRAMME

1. BACKGROUND

1.01 Under the terms of the Basic Needs Trust Fund – Sixth Programme (BNTF 6) approved by the Board of Directors (BOD) at its Two Hundred and Thirty-Second Meeting held on July 24, 2008 pursuant to Paper BD 70/08, the Caribbean Development Bank (CDB) was required to engage independent consultants to conduct a Mid-Term Evaluation (MTE) of BNTF 6. The BNTF Staff Report stated that a MTE will be completed within two years of satisfaction of conditions precedent of the Grant Agreements. The consultants were hired on January 16, 2012 to conduct the MTE.

1.02 This evaluation is formative and takes stock of and communicates on the outcomes of the BNTF investment initiatives as foreseen at mid-term, in the approved BNTF 6 results framework. The evaluation plays a key oversight role on achievements towards the Programme's established targets and provides insights into further strengthening of implementation for the remaining period of BNTF 6 and strategic directions for the design and timing of BNTF 7.

1.03 The evaluation was guided by three (3) broad performance criteria:

- (a) Effectiveness: Assessment of country performance in relation to achievement of objectives and targets as defined in the Poverty Reduction Action Plans (PRAPs) and the integration of cross cutting issues;
- (b) Quality of Sub Projects: Assessment of community participation and prospects for maintenance; and
- (c) Efficiency: Capacity to implement resources in an efficient manner.

Additionally, the report of the Mid Term Review of the Seventh Cycle of the Special Development Fund (Unified) (SDF(U) in April 2011 requested that the MTE consider the following:

- (a) continued relevance of the Programme in its current design;
- (b) overall Programme effectiveness and efficiency issues, including cost effectiveness and progress in respect of reducing implementation lags;
- (c) overlapping of BNTF Phase; and
- (d) progress in respect of results monitoring at the outcome level.

The content and coverage of the MTE included:

- (a) a review of the policies, procedures and systems in place for the administration, operation and monitoring of BNTF 6;

- (b) an assessment of the degree of efficiency with which the operations of BNTF 6 are being undertaken;
- (c) an assessment of progress on the implementation of the BNTF 6 strategy outlined in the results matrix of the BNTF 6 Staff Report;
- (d) a review of implementation and supervision arrangements in place to underpin the successful execution of BNTF 6, and to take care of maintenance provisions, with emphasis on lessons learned and any steps needed in order to improve Programme supervision, sustainability and accountability by participating countries and communities;
- (e) an assessment of progress made in the implementation of BNTF 5 MTE evaluation recommendations; and
- (f) identification of lags in the implementation and the potential impact on the success of BNTF 6.

2. INTRODUCTORY COMMENTS

2.01 The Consultants assessed the progress on the BNTF 6 results matrix and concluded that they are largely on target, although there are some activities on which implementation is continuing or action remains to be taken.

2.02 The Report proposes strategic approaches as may be required to ensure achievement of BNTF 6 objectives within the remaining implementation period and for consideration in the design of BNTF 7. Some of these are currently being undertaken or are planned. Particular attention was paid in the Report to:

- (a) the efficiency and quality of Programme systems and processes; and
- (b) effectiveness through results based monitoring and mainstreaming of BNTF in the Bank's operations, as consistent with Management for Development Results principles.

2.03 Overall, the Report indicates there is need for selectivity and focus, and refining and/or simplifying programming processes and coordination, as key mechanisms for improving efficiency and accountability in the BNTF Programme.

3. MANAGEMENT RESPONSE

3.01 Generally, Management is of the view that the Report presents a fair assessment of the status of implementation of BNTF 6 at mid-term. Specific comments are set out in the matrix relative to each conclusion and recommendation contained in the Report.

MATRIX: MANAGEMENT RESPONSE TO THE CONCLUSIONS AND RECOMMENDATIONS OF THE BNTF 6 MID-TERM EVALUATION

FINDINGS AND RECOMMENDATIONS	MANAGEMENT RESPONSE
RELEVANCE	
<p>Finding 1: BNTF is more relevant than ever for BMCs, in particular during the current global financial crisis which has curtailed spending on infrastructure and social programming benefitting the poor.</p> <p>Recommendation: None.</p>	<p>Management agrees that BNTF Projects are designed to benefit the poor and are delivering important results.</p>
EFFECTIVENESS	
<p>Finding 2: As is the case with any programme that adds new features as it moves from one cycle to the next, BNTF 6 started slowly</p> <p>Recommendation 1: BNTF should continue its efforts to catch up on the delays incurred in the implementation of BNTF 6. CDB should ensure that conditions are in place to make this possible</p>	<p>In BNTF 6, the integrated approach was introduced to promote more sustainable designs of sub-projects (SPs) and support the Programme’s contribution to development outcomes and the Caribbean-specific Millennium Development Goals and targets (CMDGs). The approach is consistent with the pillars of the Programme, namely: promoting stakeholder commitment; mutual cooperation by communities; and cooperation with development partners for implementation in areas of advocacy and in innovative interventions. In support of new areas, technical assistance, including the production of Guidance Notes is being provided.</p> <p>A revised Work Programme to achieve specific targets for BNTF 6 is being implemented. Tasks include: modification of the approval process for SPs; enhanced supervision; facilitation of grant disbursement; and strengthening of maintenance processes and mainstreaming.</p>
<p>Finding 3: BNTF continues to reach the most vulnerable groups and target the poorest communities and is delivering numerous outputs in sectors closely aligned with the SDF</p>	<p>The Poverty Reduction Action Plans (PRAPs) were revised in BNTF 6 and offered the opportunity to improve diagnoses and targeting and to leverage resources to address emerging development needs of vulnerable communities.</p>

FINDINGS AND RECOMMENDATIONS	MANAGEMENT RESPONSE
<p>Recommendation: None.</p>	<p>PRAPs were informed by data drawn from country policy and planning documents, Country Poverty Assessments (CPAs), sector strategies and information provided through dialogue with civil society. As such, the Programme is responding to the diversity within communities and in the region.</p> <p>Where countries have Poverty Reduction Strategies, there is greater alignment of the PRAP with both sector and national priorities for poverty reduction, providing the potential for increased sustainability of BNTF interventions.</p>
<p>Finding 4: While there is some evidence of BNTF outcomes, there are few specific indicators to measure effectiveness at this level and such data has not been collected systematically</p> <p>Recommendation 3: The Bank should ensure that infrastructure SPs focus on the benefits intended to be derived rather than the completion of works</p>	<p>This is work in progress. The focus of the BNTF 6 Programme is on community development, guaranteeing access to services, and the management of outcomes. This represents a significant departure from past practice. Construction is but one activity within a range of activities that constitute an SP intervention.</p> <p>The titles of SPs have not been reflective of stated outcomes. However, all BNTF 6 SPs are designed to include outcomes, Level 2 SDF and CMDG indicators. More attention will be paid to ensuring that the SP titles are results-focused.</p> <p>The integrated/partnership approach is being used in the formulation of BNTF 6 SPs. The Programme recognizes the importance of partners in design, implementation and operation activities including through data gathering, creation of baselines and the integration of cross-cutting themes. Partners are also important in the sustainability of outcomes, including maintenance.</p>
<p>Finding 5: BNTF has been lagging in implementing the results-oriented monitoring system that it initiated in early 2010</p> <p>Recommendation 4: The BNTF should take immediate actions to continue the implementation of the results-based system for the BNTF and provide training/coaching required, both in-house and in the field</p>	<p>The Programme has made substantial progress to produce a system that not only tracks project information for control, but also monitors critical SP implementation issues through the Sub Project Monitoring Report (SPMR).</p> <p>As a relatively new activity for the Programme, there was a lag in application of the SPMR tool in the field. Considerable emphasis is being placed on providing technical support to the development of capacity and competencies for monitoring by the</p>

FINDINGS AND RECOMMENDATIONS	MANAGEMENT RESPONSE
	<p>BNTFOs and related stakeholders. A consultant is engaged to assess the monitoring framework of the Programme and provide support to the use of the SPMR in Borrowing Member Countries (BMCs) with priority being given to those assessed as weak. This is expected to strengthen the measurement of outcomes by the Programme.</p> <p>Management supports the recommendation for early enhancement of the Management Information System (MIS). The assessment of the business requirements for a new MIS has been completed and a Request for Proposal for the development or purchase of a new MIS has been prepared.</p>
<p>Finding 6: The poor maintenance (preventative and routine) of BNTF construction projects significantly limit the effectiveness and sustainability of interventions</p> <p>Recommendation 5: The BNTF should take steps to resolve maintenance problems (preventative and routine maintenance)</p> <p>Recommendation 6: The BNTF should take steps to improve the quality of construction</p>	<p>BNTF finds itself in a context where success at maintenance is not only dependent on community resources but increasingly dependent on government budgets and financing, maintenance systems and institutional capacity. Management is considering the issue of maintenance in a comprehensive manner, beyond the BNTF Programme to also incorporate concerns raised in capital projects since maintenance also relates to sustainability.</p> <p>The BNTF Programme continues to use a variety of approaches to maintenance including training. In recognition of the competency gaps for maintenance, the Programme has (a) built partnerships with local line ministries and/or agencies responsible for maintenance in BMCs; and (b) conducted training in communities to enhance knowledge for planning and for adoption of user-friendly approaches in operations.</p> <p>The Bank requires the application of appropriate and adequate design standards and specifications in all sectors in its resources are utilized. To improve the quality of construction in the BNTF 6 Programme, CDB is providing increased technical oversight by (a) the use of low-maintenance designs; (b) promoting the use of higher specifications of materials and products; and (c) pre-qualifications of contractors for larger jobs. Capacity building workshops on the Computerized Job Estimation Tool (CJET) will aimed at enhancing the construction and business management skills of small contractors. In</p>

FINDINGS AND RECOMMENDATIONS	MANAGEMENT RESPONSE
	<p>partnership with development partners, further training will target technical consultants in the area of natural hazard risk reduction and climate change adaptation and mitigation design techniques.</p>
<p>Finding 7 corrected. The quality of skills training varies among BMCs and may be insufficiently linked to market demand.</p> <p>Recommendation: None.</p>	<p>The Programme recognizes the complexity of responding to the diverse requests of targeted communities for skills development. In defining a strategy, the Programme has arrived at the following objectives for this component:</p> <ul style="list-style-type: none"> a). To help bridge gaps in knowledge or skill to gain entry to an occupation or for improved livelihoods; and b). To enable the unemployed or marginally employed persons to secure and maintain employment that is in demand. <p>In defining a strategy in BNTF 6, consistent with the partnership approach, the Programme will work more closely with training institutions and line ministries to establish the feasibility of training interventions, while also forging closer links between training providers and employers for the mode of delivery. The Bank sees this as an opportunity for mainstreaming the Programme linking the Programme with the Bank-financed Technical and Vocational Education and Training (TVET) investments in BMCs . This approach will assist in aligning training with the local labour demand. This is work in progress.</p> <p>The Programme also partners the CDB’s Caribbean Technology Consultancy Services (CTCS) to enhance entrepreneurial capacity in targeted groups and in the development of Small and Medium Enterprises.</p>
<p>Finding 8: corrected BNTF has had mixed results in implementing the recommendations of the BNTF 5 mid-term evaluation</p> <p>Recommendation 9: In completing the BNTF 6 and planning BNTF 7, the BNTF should prioritise the recommendations of previous and current evaluations</p>	<p>All of the BNTF 5 MTE recommendations which could be implemented are in progress and priorities will be reviewed in the design of BNTF 7.</p>

FINDINGS AND RECOMMENDATIONS	MANAGEMENT RESPONSE
EFFICIENCY	
<p>Finding 9 corrected.</p> <p>There are some critical areas of inefficiency in the BNTF 6 Programme, especially (but not exclusively) to the lengthy approval process</p> <p>Recommendation 7: BNTF should continue to review its SP approval process to make it more efficient and should consider imposing a maximum time period for BNTF sub-project approval</p>	<p>Management has begun to address this through a review of business processes related to the BNTF and is implementing changes in the work flow and work processes. This is expected to improve the approval time for large sub projects in BNTF 6.</p>
<p>Finding 10 corrected:</p> <p>Poor capacities and inadequate mix of skills in BNTF Offices (BNTFOs) contribute to inefficiency</p> <p>Recommendation: None</p>	<p>It is recognized that BNTFO staff provided by BMC governments require both managerial and technical support in order to satisfy the demands of an increasingly complex Programme. BNTF 6 provides an additional allocation of resources for technical services which covers consultancy costs associated with Project delivery.</p>
<p>Finding 11 corrected:</p> <p>CDB has made some efforts to mainstream BNTF at the Bank, but further work is needed as this has implications for both the efficiency and the effectiveness of BNTF-financed operations</p> <p>Recommendation 2: To increase its development effectiveness, BNTF should be better mainstreamed at CDB</p>	<p>The BNTF country Project forms part of the wider country programming of the Bank and contributes to development outcomes in the sectors in which BNTF investments are made. CPAs inform the development of the BNTF PRAPs , which, in BNTF6 have targets and indicators. The Country Gender Assessments will support the gender strategies of BNTF country Projects and their contribution to specific gender equality targets and outcomes.</p> <p>This work is consistent with the Bank’s MfDR agenda. It was significantly augmented in BNTF 6 and is on-going.</p>
DESIGN AND MANAGEMENT	
<p>Finding 12 corrected:</p> <p>Some aspects of the BNTF design contribute to the slow implementation of SPs, particularly the participatory nature of BNTF and the requirements of the community-driven approach.</p>	<p>In implementing a partnership approach, the Programme is supportive of community-based strategies of sector ministries and of community-based organizations. The participatory nature of BNTF, particularly related to community participation in formulation, implementation and monitoring of SPs, reflects the Bank’s commitment to good governance.</p>

FINDINGS AND RECOMMENDATIONS	MANAGEMENT RESPONSE
<p>Finding 13 corrected: The \$500,000 limit on BNTF sub-projects may limit its efficiency.</p> <p>Recommendation 10: In designing BNTF 7, the BNTF should consider the efficiency implications of its design, particularly in terms of the feasibility of implementing a community-driven approach in all communities and the proliferation of numerous small SPs due to the \$500,000 limit on sub-projects.</p> <p>Recommendation 8: The Bank should structure SPs to allow similar SPs in a given BMC to be prepared and processed as a single operation.</p>	<p>The recommendations related to the design of BNTF 7 are noted. CDB proposes to convene a design consultation with representatives of participating BMCs to: (a) discuss the recommendations of this MTE report and CDB's response in going forward; (b) identify appropriate implementation strategies for diverse operating environments; and (c) critically assess the efficiency implications of Programme processes and systems.</p> <p>This consultation will also be informed by the recommendations of the BNTF 5 Programme Completion Report and the BNTF 5 Project Completion Reports of BMCs and will determine the design of BNTF 7.</p>

**Mid-Term
Evaluation of the
BNTF 6
Programme**

Final Evaluation
Report



April 2012

Foreword

This evaluation was conducted in a very tight timeframe. Work began following contract signing on February 1st 2012 and was made possible only due to the extensive collaboration of the entire CDB BNTF team, the BNTFOs and the BNTF stakeholders who made time to provide us with data in a timely manner.

Executive Summary

Universalialia is pleased to present this Draft Final Report on the Mid-Term Evaluation (MTE) of the Basic Needs Trust Fund Sixth Cycle (BNTF 6) to the Caribbean Development Bank (CDB).

Background

The MTE was a formative evaluation intended to inform the CDB, government authorities, Special Development Fund (SDF) contributors, and other stakeholders on the achievements towards meeting the Programme's established targets and to provide insights into further strengthening of implementation for the remaining period of BNTF 6 and strategic directions for the design and timing of BNTF 7. BNTF stakeholders interviewed during the Inception mission articulated some questions they were interested in and we were able to include some of these in the scope of our investigation.

The Universalialia Management Group Ltd. (Universalialia) designed and conducted the evaluation in consultation with the CDB BNTF team, and carried out the data collection, analysis, and reporting.

Methodology

During the Inception Phase in Barbados in February 2012, the Evaluation Team worked with the BNTF team to fine tune the requirements of the evaluation, reviewed key documents, and held interviews with CDB staff, representatives from the CDB Advisory Management Team (AMT) and representatives from BMCs and non-borrowing member countries. The Inception Report was submitted to the CDB in the last week of January 2012. An Evaluation Matrix was developed in consultation with the CDB BNTF team to guide data collection, analysis and report writing. Data collection and analysis were carried out in February and March 2012, and included field visits to four BMCs.

The Evaluation Team presented its preliminary observations at the Formal Negotiation Meeting of Contributors to the SDF in Dominica on 8 March 2012.

Approximately 100 individuals were consulted for this evaluation, including CDB staff and management, BNTFO staff of all 10 BMCs included in BNTF, representatives from three non-borrowing member countries, government representatives from four BMCs, BNTFO consultants and contractors, and BNTF partner training organisations.

The Evaluation Team reviewed corporate documents, country and project-level information, and quantitative data on allocations, disbursements, expenditures, and processing times provided by the CDB.

Missions were conducted to four BMCs (Jamaica, St. Vincent & the Grenadines, Grenada, and Guyana) to assess the quality of sub-projects (SP) as well as the achievements and efficiency of the BNTF 6 Programme. Data collection for the remaining six BMCs was accomplished through telephone interviews with the Project Managers of the BNTFOs and the Community Liaison Officers.

Out of a population of 111 sub-projects approved as at 31 December 2011, a stratified sample of 27 sub-projects (25 per cent of the value of the BNTF 6 portfolio) were selected for more in-depth review. These included the largest SPs in eight BMCs, 12 SPs with estimated costs of \$150,000 or more, and 7 SPs with estimated costs less than \$150,000.

Findings and Conclusions

Relevance – The BNTF is more relevant than ever for BMCs, in particular during the current global financial crisis which has curtailed spending on infrastructure and social programmes benefitting the poor. Stakeholders appreciate BNTF for providing a safety net for communities as their needs exceed the capacity of organisations to address them. BNTF has contributed to the development of new infrastructure, the repair and upgrading of existing infrastructure, and has been active in the health, water and education sectors. BNTF 6 projects contribute to national plans for poverty reduction and social

development. Stakeholders also expressed some concerns (infrastructure needs in secondary schools, whether skills training should become a separate programme, the length of time and organisation required by the community-driven approach, communities that do not have the capacity to receive funds).

Effectiveness

BNTF 6 started slowly as it integrated new features such as closer alignment to PRAPs, integrated community SPs, and the creation of BNTF networks of community based organisations (CBO). Integrated SPs required new tools to be developed and the training of BNTF and BNTFO staff. Insufficient staffing in several BNTFOs (e.g., CLOs funded by BMCs) led to fewer community needs assessments and fewer SPs identified at the beginning of BNTF 6.

BNTF continues to reach the most vulnerable groups and target the poorest communities. It is delivering numerous outputs in sectors closely aligned with both PRAPs and the SDF. From 2007 to 2012, BNTF reached 398,496 beneficiaries from poor communities.

While there is some evidence of BNTF outcomes, there are few specific indicators to measure effectiveness at this level and such data has not been collected systematically. Nevertheless, there is evidence that outputs are contributing to outcomes.

Two years ago (2009-10) the BNTF designed and piloted a results-based monitoring instrument to collect data on *initial* outcomes of SPs – the Sub-Project Monitoring Report (SPMR) – and trained BNTFO staff in all BMCs in its use. Nonetheless, at present there is a very low percentage of completion of SPMRs and virtually none include the information requested on outcomes. There is also no management information system (MIS) to back up this monitoring system. The BNTF has engaged a consultant to assess the use of the SPMR, strengthen the overall M&E system and baseline data for SPs, and incorporate the BNTF MIS.

The poor maintenance (preventative and routine) of BNTF construction projects significantly limits the effectiveness and sustainability of interventions and was noted by all stakeholders. Preventive maintenance, a community responsibility, is challenging in communities that are less organised. Routine maintenance, a government responsibility, depends on recurrent expenditures by governments that are facing declining revenues. Stakeholders suggested ways to address this (raising the SP funding limit, better pre-qualification, more supervision, building community awareness). CDB is considering this issue broadly and beyond the BNTF Programme as maintenance also relates to sustainability, budgets and financing, maintenance systems, and institutional capacity. A maintenance fund is being considered for a more comprehensive approach to all infrastructure interventions (capital projects and the BNTF).

The quality of skills training varies among BMCs and may be insufficiently linked to market demands. The design of the ST initiatives was not always informed by formal market studies, but several approaches were taken to address this, including: SPs that focus on specialised/technical areas where viable ventures exist; CNA identification of basic market information; attachments/apprenticeships; sessions on the use of computers, gender, business skills and social/life skills; formation of regional business clusters/ networks/ communities of interest among trainees.

BNTF has had mixed results in implementing the 13 recommendations of the BNTF 5 mid-term evaluation. According to staff ratings, half of the recommendations have been adequately implemented.

Efficiency

There are some critical areas of inefficiency in the BNTF 6 programme, especially (though not exclusively) in the lengthy approval process. The average time between the date the SP documents were received and their approval was eight months. Half of this time was due to correction of initial documents, suggesting that a more pro-active approach in assisting countries with documentation could substantially improve efficiency.

Poor capacities and inadequate mix of skills in BNTF Offices (BNTFOs) contribute to inefficiency. Some BNTFOs are lacking in skills necessary to ensure the quality of entry of sub-projects (ability to manage and analyse data to produce SP documentation, ability to mobilise and manage stakeholders, ability to manage risks, strategic planning and management). BNTF has embarked on several approaches to address these capacity gaps during field missions, specially convened meetings (in-country and regionally) and technical assistance.

CDB has made some efforts to mainstream BNTF at the Bank, but further work is needed as this has implications for both the efficiency and the effectiveness of BNTF-financed operations. Interviewed senior management indicated that BNTF has not been sufficiently mainstreamed at the Bank, and the evaluation found that there is a lack of complementarity / synergy between the BNTF and other Bank operations, although there have been some recent improvements and efforts. Currently, the BNTF is not explicitly included in the CDB's country or sector strategies, which may exacerbate the BNTF focus on outputs rather than outcomes. There are insufficient linkages to country strategy papers (CSPs) and capital projects, which leads to many questions during the approval process. The BNTF needs to be brought into the Bank's overall effort in management for development results (MfDR).

The multiplicity of small operations (SPs) may have resulted in a lower priority assigned to BNTF SP proposals (in comparison with capital projects and other TA operations) and consequently to delays in the approval process.

According to the BNTF Portfolio Manager, BNTF 6 was designed to facilitate mainstreaming and there has been a significant increase in the input of CDB staff resources that impact on BNTF 6. BNTF has also collaborated with specialists in the Projects Department to build partnerships across CDB projects with BMCs to complement project implementation and sustainability.

Design and Management

The participatory nature of BNTF and the requirements of the community-driven approach can contribute to the slow implementation of SPs in some communities. In many cases, BNTF programme management did not fully appreciate the additional time required to implement SPs in countries where communities are relatively less organised. It is important to distinguish between situations in which a community-driven approach is feasible, and where community participation efforts to build awareness may be more appropriate.

The \$500,000 limit on BNTF sub-projects may limit efficiency as it results in a large number of small SPs, each of which requires numerous processes for preparation, approval, implementation, and monitoring. In contrast, an SP that grouped similar outcomes in multiple communities could improve efficiency and promote greater interest in outcomes as opposed to outputs.

Recommendations

Effectiveness

1. BNTF should continue its efforts to catch up on the delays incurred in the implementation of BNTF 6. The CDB should ensure that conditions are in place to make this possible. The BNTF Team has taken action (or is planning actions) to improve the performance of the programme. Doing so will most certainly add to the workload of the BNTF team as it manages multiple responsibilities. Both BNTF management and CDB should be realistic about what can be accomplished, and if additional resources are required, BNTF should highlight these in a plan to discuss with the CDB.

2. To increase its development effectiveness, BNTF should be better mainstreamed at CDB. BNTF 6 has taken some actions to increase the synergies between BNTF and Bank's operations, but more should be done. Among the things to be considered:

- The BNTF strategy must be an integral part of the Bank's overall strategic plan.

- Country Strategy Papers should include analyses of poverty in the BMCs, and identify BNTF interventions in the context of CDB's overall menu of products offered to the BMCs.
- Increasing the participation of CDB BNTF staff in the preparation of capital projects, and of Projects Department staff in the overall design of projects and preparation of SPs.
- Fully incorporating BNTF in the Bank's implementation of MfDR, which is outcome-driven (e.g., consider MfDR requirements for policies, strategies, and operations).

3. The Bank should ensure that infrastructure SPs focus on the benefits intended to be derived rather than the completion of works. While the provision of infrastructure to poor communities is especially relevant in the context of severe fiscal difficulties among the BMCs, sub-projects should be designed to focus on the benefits (effectiveness) of the infrastructure – in particular, access to markets, social and economic services – not simply on completion of works.

4. The BNTF should take immediate actions to continue the implementation of the results-based monitoring system for the BNTF and provide the training/ coaching required, both in-house and in the field. There is an urgent need for BNTF to proceed with the implementation of the sub-project monitoring report (SPMR), the appropriate MIS system, and any training required. The SPMR should be mandatory for all BNTF-financed operations, should be reviewed for quality and candour, and the cost of monitoring should be viewed as an investment in SP effectiveness. Ideally, the MIS system should dovetail with other Bank systems and should produce reports for senior management on the status of the BNTF portfolio.

5. The BNTF should take steps to resolve maintenance problems (preventive and routine maintenance). Maintenance is central to sustainability and a weak point of many BNTF SPs. The Bank should work with BMCs to ensure that funding for routine maintenance is not eliminated in the process of trimming budgets. To improve preventive maintenance, which is a community responsibility, the Bank should examine the quality of community maintenance to derive lessons learned and develop and implement community awareness strategies based on experience, provide more on-site support to communities that require it, and encourage greater oversight and inspection by the Project Engineer and CLO.

6. The BNTF should take steps to improve the quality of construction. The evaluation found that maintenance is affected to some extent by the quality of construction, which in many cases has been compromised by start-up delays and increasing costs of materials. To ensure better quality of construction, the Bank should enhance attention to qualification of contractors, specifications, supervision, and oversight.

Efficiency

7. BNTF should continue to review its SP approval process to make it more efficient and should consider imposing a maximum time period for BNTF sub-project approval. While some proposals have been identified to reduce the approval process timeframe, the BNTF team should consider establishing a maximum period of six months for SP approval, which would represent a reduction of approximately 25 per cent of the current average preparation/approval phase for SPs. The Bank should find ways of prioritising certain steps in the process so that it is accomplished expeditiously without compromising quality.

8. The Bank should structure SPs to allow similar SPs in a given BMC to be prepared and processed as a single operation. While this may require implementation to be planned over a longer period of time, it would facilitate congruence with sector and country priorities and allow the Bank to better evaluate the effectiveness of BNTF operations. It could also make SPs more attractive to contractors and help ensure better quality construction, thus leading to fewer maintenance problems.

Design and Management

9. In completing the BNTF 6 and planning the BNTF 7, the BNTF should prioritise the recommendations of previous and current evaluations.

10. In its design of BNTF 7, the BNTF should consider the efficiency implications of its design, particularly in terms of the feasibility of implementing a community-driven approach in all communities, and the proliferation of numerous small SPs due to the \$500,000 limit on sub-projects.

The BNTF should develop realistic and appropriate strategies for communities that are ready for community action and others that are not. It should also reconsider the \$500,000 limit on BNTF sub-projects which results in a large number of small SPs, each of which requires processing and reduces efficiency.

Acronyms

BMC	Borrowing Member Country
BNTF	Basic Needs Trust Fund
BNTFO	Basic Needs Trust Fund Office
CBO	Community Based Organisation
CDB	Caribbean Development Bank
CNA	Community Needs Assessment
CSP	Country Strategy Paper
CTCS	Caribbean Technological Consultancy Services Network
ICSP	Integrated Community Sub-Project
IP	Implementation Progress (SPMR)
I&TSU	Information and Technology Services Unit
LC	Loans Committee
MfDR	Management for Development Results
OM	Operations Manual
PE	Project Engineer
PIP	Programme Implementation Plan
PO	Achievement of Planned Outcomes (SPMR)
PRAP	Poverty Reduction Action Plan
SDF (U)	Unified Special Development Fund
SMEs	Small and Medium Size Enterprises
SP	Sub-project
SPMR	Sub-Project Monitoring Report

Contents

1. Introduction	1
2. Methodology	2
2.1 Overall Approach	2
2.2 Evaluation Team	2
2.3 Evaluation Matrix	2
2.4 Data Collection Sources and Methods	2
3. BNTF 6 Profile	7
3.1 Overview	7
3.2 BNTF 6 Portfolio	7
3.3 BNTF 6 Disbursements	9
4. Relevance	11
5. Effectiveness	15
5.1 Overview	15
5.2 Start-Up	15
5.3 Beneficiaries, Outputs and Outcomes	15
5.4 Status of BNTF 5 Recommendations	24
6. Efficiency	27
7. Design and Management	31
8. Conclusions and Recommendations	32
8.1 Conclusions	32
8.2 Recommendations	33

Exhibits

Exhibit 2.1 Stratified Sample of SPs Reviewed (\$US)	4
Exhibit 3.1 Summary Financing Plan of BNTF 6 (in US\$000)	8
Exhibit 3.2 BNTF 6 - Number of Sub-Projects by Country	9
Exhibit 3.3 BNTF 6 – Value of Grant Requests, by Sector (in US\$)	9
Exhibit 3.4 BNTF Annual Disbursements, 2003 – 2012 (BNTF6 years to date)	10
Exhibit 4.1 Stakeholder Comments on BNTF Relevance	13
Exhibit 5.1 Beneficiaries of BNTF Sub-Projects	16
Exhibit 5.2 BNTF Contributions to Country and Regional Outcomes: Key Outputs for Period 2009-2012	17
Exhibit 5.3 Examples of SP Outcomes in Various Sectors	17
Exhibit 5.4 Status of BNTF 5 MTE Recommendations as of March 2012	24

1. Introduction

Background

Universalialia is pleased to present this Draft Final Report on the Mid-Term Evaluation (MTE) of the Basic Needs Trust Fund Sixth Cycle (BNTF 6) to the Caribbean Development Bank (CDB).

According to the Terms of Reference (TOR) presented in Volume II, Appendix I, the overall objective of the MTE was to assess progress on the implementation of BNTF 6, identify lessons learned and recommend improvements to increase effectiveness, efficiency and results as outlined in the BNTF 6 results framework to the end of the programme cycle. The objectives of the MTE were to assess:

- The relevance of the BNTF programme in its current design;
- BNTF 6 effectiveness and efficiency, including progress in respect of reducing implementation lags and overlapping of BNTF phases; and
- Progress towards strengthening results monitoring and evaluation (M&E) in the context of managing for development results (MfDR).

The MTE was to be a formative evaluation intended to inform the CDB, government authorities, Special Development Fund (SDF) contributors, and other stakeholders on the achievements towards meeting the Programme's established targets and to provide insights into further strengthening of implementation for the remaining period of BNTF 6 and strategic directions for the design and timing of BNTF 7.

Interviews conducted with BNTF stakeholders during the Inception mission indicated that there was significant interest in this MTE, and stakeholders articulated some questions they were interested in. We were able to include some of these in the scope of our investigation:

- Is BNTF contributing to the economic growth of BMCs?
- What are the trends in BNTF results, not just in disbursements?
- Is there an on-going demand by BMCs for BNTF?
- What is the contribution of BNTF outputs to CDB's strategy?
- Where is BNTF heading – does it have a strategy?
- How does BNTF support or complement other Bank operations?
- Are the new features of BNTF 6 (for example, integrated SPs) contributing to delays in implementation?
- Should some of the modalities of BNTF (80 / 20, etc.) be reconsidered in these times of fiscal constraints?

Structure of the report

Following this introduction, Section 2 presents the evaluation methodology and Section 3 provides a profile of the BNTF programme. Sections 4, 5, 6 and 7 present evaluation findings on BNTF relevance, effectiveness, efficiency, and design and management respectively. Section 8 provides the conclusions of the evaluation and recommendations.

A separate Volume II includes the terms of reference (TOR), evaluation matrix, full list of respondents and bibliography of documents reviewed and consulted.

Throughout the report, items for the CDB's special consideration are flagged with the following symbol.



2. Methodology

2.1 Overall Approach

The evaluation process included four components: 1) Inception; 2) Data collection; 3) Analysis and Reporting; and 4) Assignment management.

The Universalia Management Group Ltd. (Universalia) designed and conducted the evaluation in consultation with the CDB BNTF team, and carried out the data collection, analysis, and reporting.

During the Inception Phase in Barbados in February 2012, the Evaluation Team worked with the BNTF team to fine tune the purpose, users, scope, foci, methodology, schedule, and resource requirements of the evaluation. The team also reviewed key background documents and held interviews with CDB staff, representatives from the CDB Advisory Management Team (AMT) and representatives from BMCs and non-borrowing member countries. The Inception Report was submitted to the CDB in the last week of January 2012.

Data collection and analysis were carried out in February and March 2012, including field visits to four BMCs. The Evaluation Team presented its preliminary observations at the Formal Negotiation Meeting of Contributors to the SDF in Dominica on 8 March 2012.

2.2 Evaluation Team

The Evaluation Team was led by Dr. Marie-Hélène Adrien, supported by Senior Evaluation Specialist Mr. George Montalvan and evaluation consultants Ms. Halcyon Louis and Ms. Elisabetta Micaro.

2.3 Evaluation Matrix

The Evaluation Team developed the Evaluation Matrix (see Volume II, Appendix II) in consultation with the CDB BNTF team to guide data collection, analysis and report writing. The matrix outlines the evaluation foci (see sidebar), evaluation questions, sub questions, indicators, and means of verification.

Data collection and data analysis were structured along these dimensions in order to develop findings and recommendations.

2.4 Data Collection Sources and Methods

There were four key sources of data for the evaluation: persons, document/literature review, portfolio review, and field missions.

Persons – Approximately 100 individuals were consulted for this evaluation, including CDB staff and management, BNTFO staff of all 10 BMCs included in BNTF, representatives from three non-borrowing member countries, government representatives from four BMCs, BNTFO consultants and contractors, and BNTF partner training organisations. This was considered a valid sample, both in terms of total number of people consulted and in terms of representation of the different BNTF stakeholder groups. A complete list of stakeholders consulted is presented in Volume II, Appendix III.

Data were collected through semi-structured interviews with key stakeholders conducted in person and by telephone/Skype with individuals and small groups (See Interview Protocol in Volume II, Appendix IV.) These interviews allowed the Evaluation Team to gain in-depth understanding of BNTF 6 through the different perspectives of the diverse stakeholders consulted.

Documents/Literature – The Evaluation Team reviewed a series of corporate documents including the Mid-term Evaluation of BNTF 5, CDB annual reports, BNTF 6 Grant Agreement and Results Framework, the Programme Implementation Plan (PIP), and the Operations Manual (OM). In addition, the Team reviewed country and project-level information, including the Poverty Reduction Action Plans (PRAP),

Community Needs Assessments (CNAs), sub project profiles, Monthly Reports and sub-project monitoring reports (SPMR). A complete list of documents reviewed is presented in Volume II, Appendix V. The team also reviewed quantitative data on allocations, disbursements, expenditures, and processing times provided by the CDB.

Field Missions – As part of the MTE, the team conducted missions to four BMCs that were indicated by CDB to be more advanced in the implementation of the BNTF 6 programme:

- Jamaica: 6-8 February 2012
- St. Vincent & the Grenadines: 6-8 February 2012
- Grenada: 9-11 February 2012
- Guyana: 10-15 February 2012

During field missions the team met with BNTFO staff, representatives of the Ministries responsible for the BNTF as well as some line ministries and / or the Water Authority. The team also met with BNTF consultants, contractors, and representatives from communities benefiting from BNTF.

The purpose of the field missions was to assess the quality of sub-projects (SP) as well as the achievements and efficiency of the BNTF 6 Programme with the aim of identifying the extent to which the implementation of the BNTF 6 Programme had been able to positively influence broader patterns of development in the visited communities.

Data collection for the remaining six BMCs was accomplished through telephone interviews with the Project Managers of the BNTFOs and the Community Liaison Officers.

Portfolio review – Out of a population of 111 sub-projects approved as at 31 December 2011, a stratified sample of 27 sub-projects (25 per cent of the value of the BNTF 6 portfolio) were selected for more in-depth review. In preparing the sample, the Evaluation Team purposefully excluded SPs approved during the fourth quarter of 2011, since there would have been relatively little information on implementation given their recent approval. The stratified sample was established as follows:

- the largest SPs in eight of the ten BMCs that received financing for BNTF 6 (8 SPs);¹
- 40 per cent of SPs whose total estimated cost is equal to or greater than \$150,000 (12 SPs); and
- 15 per cent of SPs whose total estimated cost is less than \$150,000 (7 SPs).

The sample did not include any sub-projects that were approved in the fourth quarter of 2011, as it would have been too early to assess progress.

For each sub-project selected, the Evaluation Team reviewed the following documents: Sub-project profile, Memorandum of Understanding, Loans Committee Paper, Country Poverty Reduction Action Plan (PRAP), Sub-Project Monitoring Reports (SPMRs) where completed, Community Needs Assessment (CNA), and the BNTF 6 Results Framework.

¹ At the time of the mission, Montserrat and St. Kitts and Nevis had not identified and submitted proposals for SPs for BNTF6.

Exhibit 2.1 Stratified Sample of SPs Reviewed (\$US)

Approval Date	Country	Type	Evaluation Sample Category	Description	Sector	Total Estimated Cost	Government Contribution	Amount of CDB Grant Requested (80%)
31-May-11	Guyana	Large	Largest in country	Tuschen Nursery School Construction	Education	500,000	100,000	400,000
20-Jul-10	St. Lucia	Large	Largest in country	Gros Islet Preschool Construction	Education	500,000	100,000	400,000
20-Jul-10	Dominica	Large	Largest in country	Grand Fond Water Supply	Water Supply System	495,105	99,021	396,084
30-Apr-09	Grenada	Large	Largest in country	Victoria Pre-School Construction	Education	446,497	89,299	357,198
11-Mar-11	Belize	Large	Largest in country	Bella Vista Rudimentary Water System Upgrade and Extension (Phase I)	Water Supply System	442,700	88,540	354,160
29-Mar-10	Turks & Caicos	Large	Largest in country	Middle Caicos Health Clinic Upgrade and Extension	Health Facility	385,000	77,995	307,005
19-Jul-10	St. Vincent	Large	Largest in country	Bequia Hospital Renovation	Health Facility	380,000	76,000	304,000
14-Jan-10	Jamaica	Large	Largest in country	Thornton Water Supply Booster Station & Storage Tank Construction	Water Supply Systems Training	147,085	29,417	117,668
20-Jul-10	St. Lucia	Large	= or > \$150,00	Morne Ciseaux Water Upgrade	Water Supply System	495,000	99,000	396,000
20-Jul-10	Dominica	Large	= or > \$150,00	Upper Shawford Water Supply	Water Supply System	490,155	98,031	392,124
30-Apr-09	Grenada	Large	= or > \$150,00	Grenville Pre-School Construction	Education	424,322	84,864	339,458
21-Feb-11	Guyana	Large	= or > \$150,00	Paramakatoi Primary School Construction	Education	418,716	83,743	334,973
31-May-11	Guyana	Large	= or > \$150,00	No. 77 Village New Housing Scheme Nursery School Construction	Education	342,500	68,500	274,000

Approval Date	Country	Type	Evaluation Sample Category	Description	Sector	Total Estimated Cost	Government Contribution	Amount of CDB Grant Requested (80%)
31-May-11	Guyana	Large	= or > \$150,00	Diamond New Housing Scheme Nursery School Construction	Education	325,000	65,000	260,000
31-May-11	Guyana	Large	= or > \$150,00	Beterverwagting Nursery School Construction	Education	325,000	65,000	260,000
20-Jul-10	St. Lucia	Large	= or > \$150,00	Laborie Girls' Primary School Rehabilitation	Education	300,000	60,000	240,000
14-Jul-11	Belize	Large	= or > \$150,00	Mental Health Day Care Centre Construction	Vulnerable Groups	290,000	58,000	232,000
18-Aug-10	Guyana	Large	= or > \$150,00	Mibikuri to Lesbeholden Villages Water Supply System Upgrade	Water Supply System	244,000	48,800	195,200
31-May-11	Guyana	Large	= or > \$150,00	Ithaca Nursery School Construction	Education	193,750	38,750	155,000
12-Sep-11	St. Vincent	Large	= or > \$150,00	Wallilabou Village Road Construction	Access	160,000	32,000	128,000
31-May-11	Guyana	Large	< \$150,000	Ulverston Community Streets Upgrading	Access	69,233	13,847	55,386
31-May-11	Guyana	Large	< \$150,000	Supply 1st Cross Street Upgrading	Access	52,919	10,584	42,335
10-Dec-10	Guyana	Large	< \$150,000	Success 1st Cross Street Upgrading	Access	52,919	10,584	42,335
10-Dec-10	Guyana	Small	< \$150,000	Montrose Second Cross Street Upgrading	Access	42,103	8,421	33,682
12-Aug-10	St. Lucia	Small	< \$150,000	Honey Production & Marketing	Skills Training	30,000	6,000	24,000
24-Jun-11	Guyana	Small	< \$150,000	Annandale Bridge Rehabilitation	Access – Maintenance	10,000	2,000	8,000
24-Jun-11	Guyana	Small	< \$150,000	Mon Repos Bridge Rehabilitation	Access – Maintenance	3,700	740	2,960

Data analysis

The Evaluation Team used several methods to analyse data:

- **Descriptive analysis** was used as a first method, to understand the context in which the BNTF 6 has taken place.
- **Quantitative analysis** was used to summarise BNTF 6 results in achievement of outputs and in processing times of SPs.
- **Content analysis** made up the core of the qualitative analysis. Documents and consultation notes were analysed to 1) identify common trends, themes, and patterns and 2) to flag diverging views and opposing trends.
- **Comparative analysis** was used to examine evaluation findings across different BNTF dimensions and to identify lessons learned.

The mix of methods provides opportunities for triangulation of data from multiple sources and thus enhances the credibility of findings through the convergence and overlapping of different methods. Based on the data analysis, the Evaluation Team developed findings and recommendations.

3. BNTF 6 Profile

3.1 Overview

The Basic Needs Trust Fund (BNTF) is the principal Programme within the Caribbean Development Bank (CDB) for direct poverty reduction. It was launched in 1979 and is now in its sixth cycle. The Programme is designed to assist poor and vulnerable communities in 10 Borrowing Member Countries (BMCs) – Belize, Dominica, Grenada, Guyana, Montserrat, Jamaica, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, and the Turks and Caicos Islands – to improve their access to basic public services through the provision of social and economic infrastructure, increased economic activity and community participation.

The sixth cycle of the BNTF (BNTF 6) was approved by the Board of Directors in July 2008 in the amount of US\$ 32 million from the resources of the Unified Special Development Fund [SDF (U)]. The design and operational approaches of BNTF 6 are collectively intended to increase development effectiveness and focus the Programme on its community development mission. These include:

- Increased authority and autonomy to BMCs for management of sub-projects (SPs) within increased financial limits;
- Strengthening compliance on gender equality, environmental sustainability and disaster risk reduction for full integration within the Programme;
- Strengthening stakeholder and beneficiary participation for greater ownership and sustainability of results and applying holistic and integrated approaches to the design and implementation to improve development outcomes.

The resources under the regional component were increased to strengthen programme management, provide increased technical assistance for the delivery of the Programme, and support joint programming initiatives with other development partners in areas compatible with those of BNTF.

3.2 BNTF 6 Portfolio

The BNTF is replenished from the SDF resources. The grant amount is US\$32 million, comprising US\$24.6 million to grantees for sub-projects, US\$2.4 million for programme coordination by the CDB, and US\$5 million for provision of technical services to Borrowing Member Countries (BMC).

Counterpart financing from participating governments (including contributions by beneficiaries) is the equivalent of US\$ 9.475 million.

Each participating BMC receives a grant allocation for a "BNTF Project"² for which there is a legally binding Grant Agreement and dates by which all funds should be committed and disbursed under the Project. Programme funds are also provided for regional coordination and technical services (consultancy services).

² A country portfolio of BNTF sub-projects is called a "Project."

Summary Financing Plan

The summary financing plan of BNTF 6 is presented in Exhibit 3.1.

Exhibit 3.1 Summary Financing Plan of BNTF 6 (in US\$000)

Components	Total Allocation	Governments ³	CDB ⁴
Country Projects			
Belize	3,862	1,072	2,760
Commonwealth of Dominica	3,355	1,072	2,283
Grenada	2,594	824	1,770
Guyana	8,743	2,033	6,710
Jamaica	5,330	1,032	4,298
Montserrat	1,473	387	1,086
St. Kitts and Nevis	1,449	585	864
St. Lucia	4,074	1,342	2,732
St. Vincent and the Grenadines	2,666	886	1,780
Turks and Caicos Islands	559	242	317
Sub-total	34,075	9,875	24,600
Technical services			
Belize	245	-	245
Jamaica	480	-	480
Other BMCs	4,275	-	4,275
Sub-total	5,000	-	5,000
Country Totals	39,075	9,475	29,600
Regional Coordination	2,400	-	2,400
Total	41,475	9,475	32,000

Source: CDB, *Staff Report on the Basic Needs Trust Fund – Sixth Programme* – July 2008.

³ Counterpart funding (government and beneficiaries) is up to 20 per cent of funding. Additionally, governments provide funding for Local Project Management.

⁴ CDB Financing for Country Project comprises funding for infrastructure and skills training sub-projects plus Local Institutional Strengthening.

At the time of the MTE, the BNTF 6 portfolio consists of 111 sub-projects (SPs) distributed among BMCs as shown in Exhibit 3.2. These SPs are distributed among seven sectors as depicted in Exhibit 3.3.

Exhibit 3.2 BNTF 6 - Number of Sub-Projects by Country

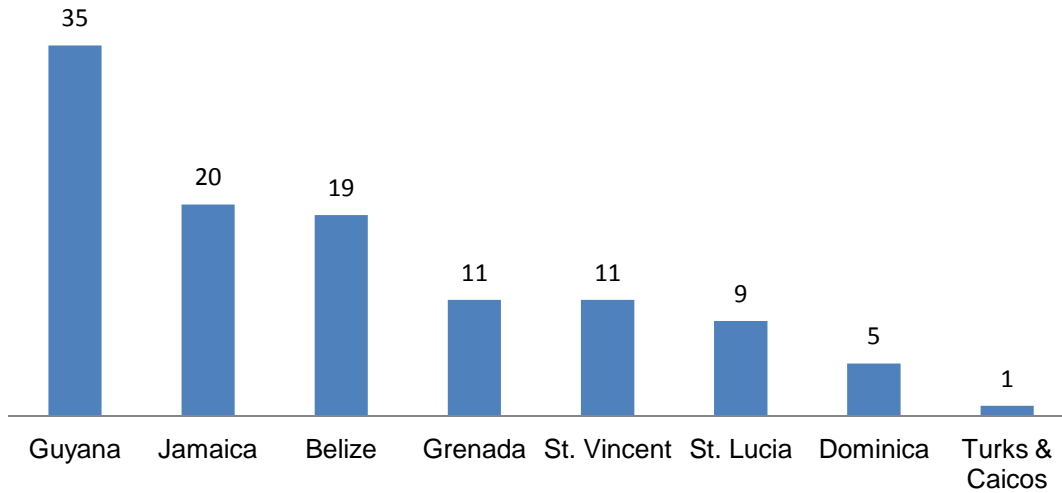
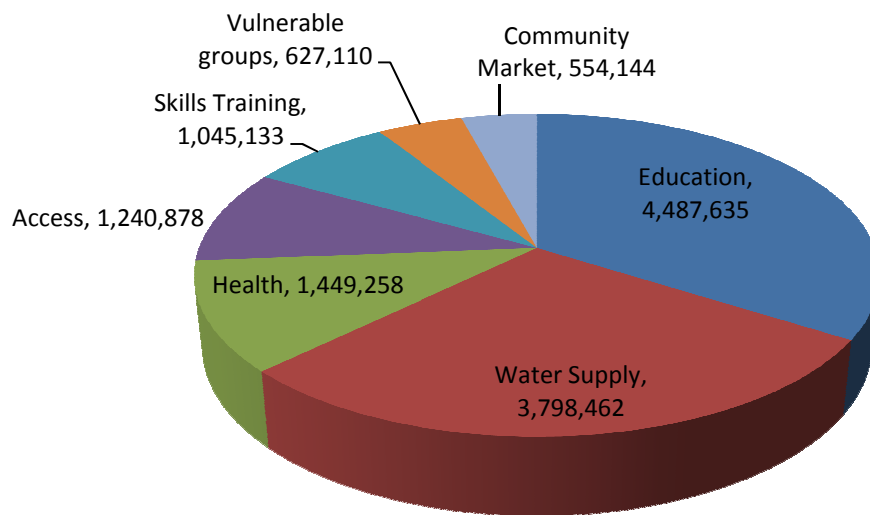


Exhibit 3.3 BNTF 6 – Value of Grant Requests, by Sector (in US\$)



3.3 BNTF 6 Disbursements

Exhibit 3.4 presents disbursements in BNTF for the period 2003-2012, thus including the disbursements of the BNTF 6 implementation period to date.

In order to understand the actual disbursements of BNTF 6, it is important to take into account the overlapping of different cycles of BNTF funding and the fact that the appreciation of the Canadian dollar

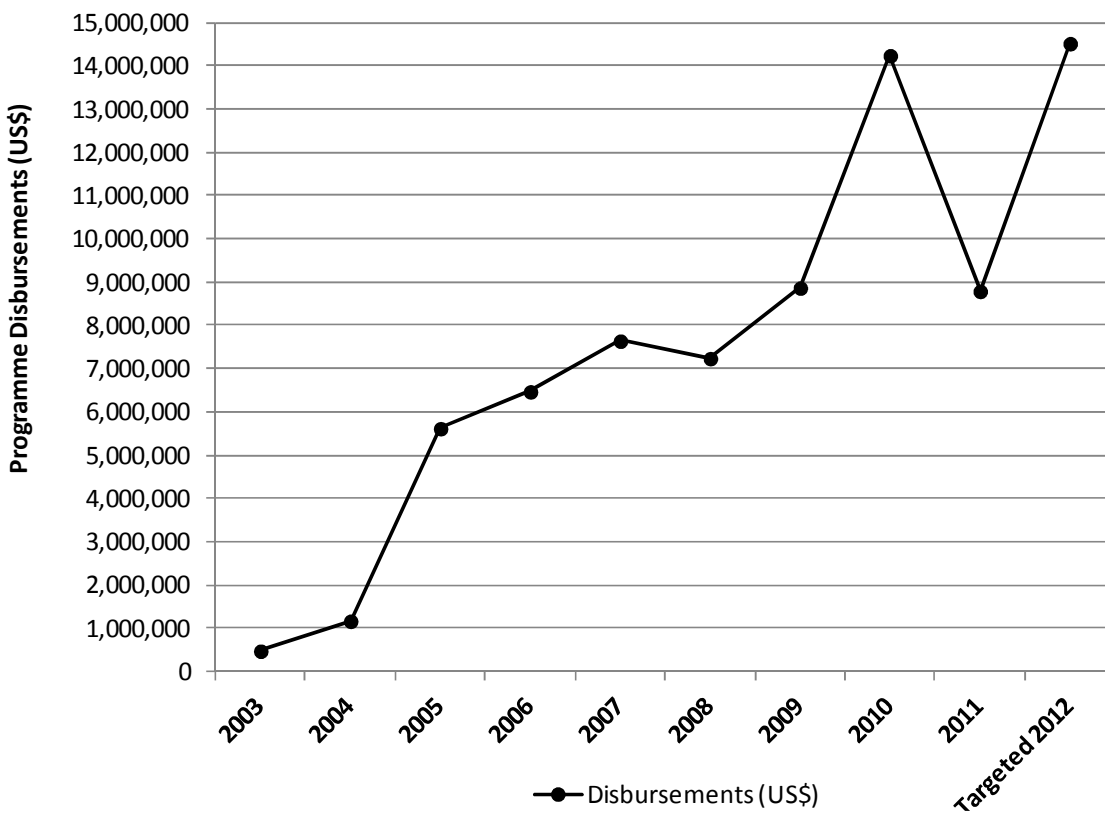
at the end of BNTF 5 led to an additional amount of US \$ 6.9 million in total BNTF 5 funding. As a result, there was a transfer to BNTF 5 of SPs initially to be financed by BNTF 6.

For BNTF 5, project allocations are close to full commitment (except for St. Lucia which has a small amount to commit) and full disbursement is expected to be completed by the end of 2012. The terminal disbursement dates were extended to accommodate full use of project funds by participating countries.

For BNTF 6, full commitment of project allocations is expected by the end of 2012 (as projected) with full disbursement to be completed by the end of 2013.

As shown in Exhibit 3.4, disbursements dropped in 2011 but are expected to increase in 2012. If the target is met, the Bank should disburse a total of almost US\$15 million in 2012. This would bring total disbursements for 2003-2012 to US\$75,027,251.

Exhibit 3.4 BNTF Annual Disbursements, 2003 – 2012 (BNTF6 years to date)



4. Relevance

Finding 1: BNTF is more relevant than ever for BMCs, in particular during the current global financial crisis which has curtailed spending on infrastructure and social programmes benefitting the poor.

BNTF 6 is increasingly relevant due to the poor fiscal situation in BMCs, all of which are backed into a very tight fiscal corner as a result of the worldwide economic crisis. In the Caribbean this has led to increased unemployment and poverty and a decrease in government revenues, especially from tourism. Declining revenues lead to cuts in funding for infrastructure (for new construction, renovation and maintenance) especially in poor communities. In the context of these countries' macroeconomic vulnerabilities and difficult economic conditions, significant portions of the populations of beneficiary countries remain in poverty. In most countries the pace of growth in per capita real incomes has slowed appreciably and even stagnated or declined. In addition, labour market rigidities have not allowed the absorption of significant portions of the labour force, leading to double-digit unemployment rates and increased poverty.

In addition, as evidenced by several Country Poverty Assessments (CPAs) financed by CDB and other development partners in the last decade, poverty is a multi-dimensional phenomenon (see sidebar). As such, there is greater demand for social programmes precisely at a time in which governments are less able to meet these needs. In addition, given the region's high degree of physical vulnerability, in many BMCs there is no source of grant funding other than the BNTF for reconstruction after natural disaster events.

Highlights of CPAs conducted in 17 of the 18 BMCs of CDB

Poverty is largely, though not exclusively, a rural phenomenon

Women and youth are amongst the poorest segments of the population

The working poor (underemployed) are becoming more visible

In multi ethnic societies, indigenous people are represented in the poorest quintiles and are usually classified as an "at risk" group

The poor typically exhibit low educational achievement and low skills attainment levels

Access of the poor to health, education, water, sanitation and other basic services is typically limited.

Source: CDB Staff Report of Basic Needs Trust Fund- Sixth Cycle - 2008

BNTF has contributed to the development of new infrastructure, the repair and upgrading of existing infrastructure, and has been active in the health, water and education sectors. Projects implemented during the BNTF 6 programme fall within government development priority areas and therefore contribute significantly to national plans for poverty reduction and social development.

The BNTF programme continues to be relevant as the needs of communities exceed the capacity of organisations to adequately address them. The BNTF is much appreciated by stakeholders as the only programme to provide funding and/or coordinate project implementation activities for social programmes. BNTF is moving beyond infrastructure to address community needs, including capacity building and skills training, access, early childhood development, community empowerment, and environmental enhancement. BNTF provides a safety net for communities and helps to address urban migration.

Interviewed BMC stakeholders also noted some limitations about BNTF relevance in their own countries:

- Some feel that BNTF is not moving beyond infrastructure.
- BNTF limits its interventions to nursery and primary schools and does not address infrastructure needs in secondary schools.

- There are questions as to whether skills training should remain a component of BNTF or become a programme in itself.
- The community-driven approach requires a degree of community organisation, which tends to make the process longer and can affect the ability of BNTF to address community needs in a timely manner.
- The BNTF criterion for allocation should be reviewed as some volatile communities do not have the capacity to receive funds.

During evaluation field missions, stakeholders involved in the implementation of BNTF 6, including project beneficiaries, were asked how the BNTF programme was relevant to their countries and communities. The table in Exhibit 4.1 provides a summary of their comments.

Exhibit 4.1 Stakeholder Comments on BNTF Relevance

Guyana	Jamaica	Grenada	St Vincent and the Grenadines
<p>Basic infrastructure in Guyana is still deficient.</p> <p>There are currently no other agencies or programmes that support the development of basic infrastructure, particularly in communities that are difficult to access. The SIMAP and EU Micro Projects Programme were closed and the US Embassy provides only small support (USD 5,000). BNTF is the only one still active.</p> <p>BNTF is relevant in settlement areas that are experiencing population growth, where basic social infrastructure is not in place; in the health sector where there is a growing need to maintain existing infrastructure; in the water sector where the challenge is to repair the obsolete water system and expand access; in the education sector where infrastructure maintenance plans are being developed at the regional level; and in the access sector due to lack of community roads.</p> <p>BNTF is relevant for NGOs whose mandate is to develop or strengthen capacities by providing infrastructure development or equipment.</p> <p>BNTF relevance has increased with the requirement of having line ministries sign off on proposed SPs before CDB's approval. This ensures that ministries are aware of the BNTF initiatives, and facilitate their own planning and budget allocations.</p>	<p>While Jamaica is considered an upper middle income country (as per the World Bank's classification) its public debt burden is the fourth highest in the world.</p> <p>It has limited resources available for social spending, particularly after the global downturn, which negatively affected the alumina/bauxite sector (one of the major sources of foreign exchange).</p> <p>While poverty had fallen from 30.5 per cent in 1989 to 9.9 per cent in 2007, it increased to 16.9 per cent in 2009.</p> <p>Social development is a priority for the government, despite the financial difficulties.</p> <p>Basic infrastructure in the country is still lacking, particularly in the rural areas.</p> <p>Skills training and activities fostering income generation are needed as the crisis in the bauxite/alumina sector left many workers without jobs.</p> <p>The community-driven approach ensures that the needs of the communities are addressed.</p>	<p>The needs of communities exceed the capacity of organisations to adequately address them. While Government faces the challenge of meeting the country's development targets, daily community needs also have to be met.</p> <p>BNTF will always be relevant given the economic vulnerability of communities in Grenada.</p> <p>BNTF contributes to the development of physical as well as social infrastructure in communities and it would be difficult for communities to acquire funding from other sources.</p> <p>BNTF assists communities to address social and economic concerns pertaining to general livelihood, including skills training and capacity building, access, childhood development, and environmental enhancement.</p> <p>BNTF interventions are invaluable to the poverty reduction process, as they enhance an individual's/ household's working ability.</p> <p>Government and non-government agencies appreciate BNTF coordination of project implementation activities. The Ministry of Education noted that the BNTFO is the only agency that assists with subprojects related to Early Childhood Education and the rehabilitation of infrastructure.</p>	<p>The BNTF programme continues to be relevant at the national level and within beneficiary communities.</p> <p>The BNTF is the only donor agency that permits a direct interface between community and donor from project conception to completion.</p> <p>BNTF projects are invaluable to the country and to beneficiary communities, as they address socio-economic concerns that cannot be met by government ministries, given the limited funding available in central budget allocations.</p> <p>Projects implemented during BNTF 6 fall within government development priority areas (Education, Health, Access) and contribute to national plans for poverty eradication and social development</p> <p>BNTF has moved beyond infrastructure and is addressing community empowerment, skills training and income generation.</p> <p>BNTF is reaching out to disadvantaged persons in poorer, rural communities to foster economic benefits. This is crucial as government has less revenue and has to prioritise where funds are allocated. In this respect, the value of the BNTF programme cannot be underestimated.</p>

5. Effectiveness

5.1 Overview

This section examines the effectiveness of BNTF 6 from several perspectives:

- its start-up and transition from BNTF 5;
- beneficiaries, outputs and outcomes; and
- the extent to which BNTF 6 has acted upon the recommendations of the mid-term evaluation of BNTF 5.

5.2 Start-Up

Finding 2: As is the case with any programme that adds new features as it moves from one cycle to the next, BNTF 6 started slowly.

BNTF 6 integrated new features such as closer alignment to PRAPs, integrated community SPs, and the creation of BNTF networks of community based organisations (CBO).

The inclusion of integrated SPs meant, to a certain extent, an expansion of the “menu” of SPs that required new tools to be developed to implement the new design, and BNTF and BNTFO staff had to be trained.

Insufficient staffing in several BNTFOs led to few SPs identified at the beginning of BNTF 6. For example, turnover and unfilled Community Liaison Officer (CLO) positions meant that some BNTFOs simply could not carry out the community needs assessments (CNA) and identify SPs. This is a chronic problem, aggravated in times of fiscal constraint when governments have limited resources since several staff of BNTFOs and specifically CLOs are funded by the BMCs.

For clarity, and in agreement with the CDB BNTF, this report examines the work done during the years of BNTF 6 implementation up until this MTE, regardless of whether the SPs were technically categorised under the fifth or sixth cycle.⁵

5.3 Beneficiaries, Outputs and Outcomes

Finding 3: BNTF continues to reach the most vulnerable groups and target the poorest communities and is delivering numerous outputs in sectors closely aligned with the SDF.

The evaluation commends BNTF 6 for reaching vulnerable groups and for continuing to target the poorest of the poor.

From 2007 to 2012, BNTF reached 398,496 beneficiaries from poor communities.⁶ There was a marked increase in beneficiaries in 2011, as shown in Exhibit 5.1, but this is expected to drop to more normal levels in 2012.

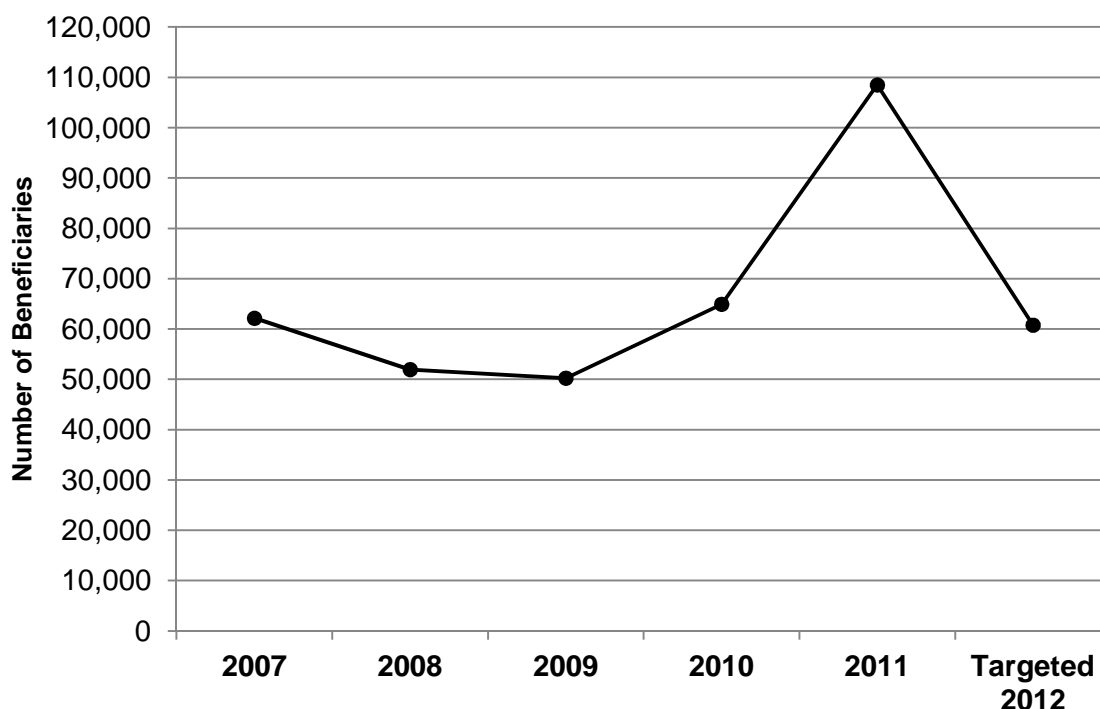
Beneficiaries of integrated projects receive a package of benefits rather than a single type of benefit. While there are fewer beneficiaries per dollar, it is expected that there is a greater likelihood of reaching outcomes and long-term sustainability when SPs are integrated. According to the *Integrated Community Sub project: Guidance Note*:

⁵ The BNTF 5 surplus was US\$6.9 million.

⁶ This total represents a sum of beneficiaries of all SPs during that period; however, one individual may benefit from more than one SP.

The ICSP is defined as a multi-sectoral sub-project that coordinates and executes multiple strategically aligned activities in a specific community. The ICSP enhances the identification and development process of sub-projects. The activities are based on the participation of the community and an assessment of its institutional and vulnerability context. It deliberately takes a broad and systematic view of the multiple factors that contribute to poverty and assists in addressing the same at multiple points.

Exhibit 5.1 Beneficiaries of BNTF Sub-Projects



Given the slow start up and then the significant acceleration of SPs submitted to CDB since December 2011 and projected to be completed by December 2012, the Evaluation Team asked the CDB BNTF team to provide data on outputs and outcomes for 2011 as well as those targeted for 2012. Based on the outputs achieved in 2011 and those projected by end of 2012, BNTF 6 is delivering numerous outputs in the poorest communities and in sectors closely aligned with the SDF.

Our review of the data for the sample SPs and their alignment with the PRAPs clearly demonstrates that all SPs were conducted in the poorest communities of the respective BMCs and as such correspond to country needs to provide basic infrastructure.

Exhibit 5.2 shows some data on outputs and beneficiaries of SPs for the 4-year period 2009-2012; the figures for 2012 are projections based on the approved SPs and those in the pipeline. There was a decline in beneficiaries of Education and Training SPs, but a substantial increase over the last three years in beneficiaries of community infrastructure. BNTF outputs for 2009-2012 are part of overall SDF level 2 indicators and, as such, contribute to achievement of Country and Regional Outcomes (Level 1). It should be noted that the outputs shown in the exhibit are a sample, and do not include other important outputs that are not necessarily indicators in the SDF framework, such as day care centres, repairs of school fences for security, refurbishing of latrines and roof repairs in schools, etc.

Exhibit 5.2 BNTF Contributions to Country and Regional Outcomes: Key Outputs for Period 2009-2012

Indicators (SDF Level 2 RBM Indicators)	2009	2010	2011	Targeted 2012	Total 2009-2012
1.Education and Training (at all levels)					
Classrooms built or upgraded (#)	176	182	58	237	653
Students benefiting from above programme and support (#)	6969	7258	4951	8,171	27,349
Persons benefiting from skills training activities (#)	3392	2168	708	3,476	9,744
3.Social and Economic Infrastructure					
Secondary and other roads built or upgraded (km)	15	12	304	5	336
Beneficiaries of road projects (#)	16048	8163	3295	5915	33,421
Community infrastructure built/upgraded (#)	20	30	23	28	101
Beneficiaries of community infrastructure interventions (#)	14742	29707	46949	29870	121,268
5.Water and Sanitation					
Installed water capacity (m3)	506	2755	1743	911	5,915
Water supply lines installed or upgraded (km)	59	280	58	1,506	1,903
Households with access to water supply (#)	4063	5732	10829	536	21,160

Finding 4: While there is some evidence of BNTF outcomes, there are few specific indicators to measure effectiveness at this level and such data has not been collected systematically.

The BNTF 6 Results Framework articulated some output targets but was much weaker in articulating robust outcomes statements or outcome indicators. Nevertheless, there is evidence that outputs are leading to outcomes.

The SPs sampled for this evaluation describe expected outcomes in narrative terms (see examples in Exhibit 5.3) which provide useful illustrations of what might result from implementation. However, there are very few measurable indicators, and no reporting on these, against which to assess BNTF effectiveness. (Since this report was submitted the Portfolio Manager indicates that BNTF6 has made some progress in developing outputs that demonstrate the Programme's shift in focusing on outcomes.)

Exhibit 5.3 Examples of SP Outcomes in Various Sectors⁷

Sector	Sub-Project	Outputs	Outcomes
Access	SVG Wallilabou Village Road	0.6 km of road upgraded	235 residents of Wallilabou will have safe, all weather access to services by end of Q3 2012. The upgraded road will contribute to the reduction of injuries to pedestrians and a decline in the dust pollution, where currently the flooded road becomes muddy and slippery putting users at risk of injury. The improved drainage will mitigate the degradation of the road during the rainy season.
Access	GUY Ulverston Community Streets – Upgrading		(150 persons) 30 households of Ulverston Village will have safe, all-weather access to services. The current state of disrepair of the roads poses a health threat from rising dust which causes considerable slowing of traffic, is dangerous and can cause accidents.

⁷ This information was furnished by CDB, but not validated for this evaluation.

Sector	Sub-Project	Outputs	Outcomes
			Drainage will be improved which will help to prevent further degradation of the access way during the rainy season.
Access	GUY Success 1st. Cross Street - Upgrading		(240 persons) 48 households of Success Village will have safe, all-weather access to services. Current conditions inhibit residents from prompt access to health care and vehicular movement has been reduced almost to zero.
Access	GUY Montrose Second Cross Street - Upgrading		The upgrading of the road with improved drainage would provide a safer environment for the 37 households (185 persons) of Montrose. Vehicular traffic will be enhanced as a result of the new road. The residents would no longer have to worry about the health threat from the rising dust level.
Access	GUY Mon Repos Bridge-Rehabilitation		(3,000persons) 600 households of Mon Repos Village will have safe, all-weather access to services, particularly the school children who use the bridge on a daily basis to attend school. The school children and senior citizens will no longer have to worry about the missing decking and rotten beams which can cause the bridge to collapse at any time.
Access	GUY Annandale Bridge - Rehabilitation		(4,000 persons) 800 households of Annandale Village will have safe, all-weather access to services. The rehabilitation of this bridge will create a very safe pathway for the residents to access medical attention, the Guysuco pay office, the schools, the community centre and other important social services in and around the community. The school children will be safer when using this access to get to and from school and will not have to worry about the busy traffic on the main public road.
Education	SL Gros Islet Preschool Construction	A: 4 classrooms; sick bay; kitchen; Admin. Office; indoor play area; storage area; toilets; staff room; storage area and security fencing. B: Management skills of the Board of Management enhanced	Access to safe, child-friendly learning for 60 pre-schoolers, currently located in a facility in poor physical condition, to facilitate increased level of readiness for primary education by Q1, 2013.
Education	GRN Victoria Preschool Construction	8 classrooms; sick bay; kitchen; Admin. Office; indoor play area; storage area; toilets; staff room; storage area and security fencing.	Access to safe, child-friendly learning for an additional 40 pre-schoolers, currently being taught in a temporary overcrowded space due to loss of building during hurricane, to facilitate increased level of readiness for primary education by Q1, 2012.
Education	GRN Grenville Preschool Construction	6 classrooms; sick bay; kitchen; Admin. Office; indoor play area; storage area; toilets; staff room;	Access to safe, child-friendly learning for an additional 30 pre-schoolers, currently being taught in an overcrowded space, to facilitate increased level of readiness for primary

Sector	Sub-Project	Outputs	Outcomes
		storage area and security fencing.	education by Q1, 2012.
Education	STL Latorie Girls' Primary School Rehabilitation	Refurbishment of roof and ceiling; installation of rainwater goods; supply and installation of windows, refurbishment of washroom facilities; conversion of an old toilet block to storage for sports equipment; construction of concrete stairs; re-paving of a section of the school yard; painting of selected areas.	Access to safe and enhanced learning and teaching environment for 148 girls & 10 female teachers, currently impacted by the presence of rodents & other insects, leaking roofs causing damage to school texts & other essential equipment and inadequate toilet facilities for pupils & teachers, by end Q4, 2012.
Education	GUY Paramaktoi Primary school - Construction		Access to safe, primary schooling for 205 primary-age children in Paramakatoi Village who are currently attending an overcrowded school, where the physical condition of the building poses an environmental threat and is not conducive for learning/teaching.
Education	GUY Tuschen Nursery school - Construction		Access to safe, child friendly nursery schooling for 300 nursery-age children in Tuschen who are currently attending overcrowded schools in neighbouring communities approximately 3 to 5 kilometres from the scheme.
Education	GUY Betervewagting Nursery school - Construction		Access to safe, child friendly learning for 120 nursery-age children who are currently attending two nursery schools housed in sections of the lower flat of rented buildings. The rented buildings do not have separate classroom areas, administrative area, adequate water storage or separate sanitary facilities for teachers and children.
Education	GUY Diamond Nursery school - Construction		Regular access to safe, child friendly nursery schooling for 300 nursery-age children in Diamond New Scheme who are currently not attending school or travel 2.4 k.m from the Scheme to attend overcrowded schools in neighbouring communities.
Education	GUY Ithaca Nursery school - Construction		Access to safe, child-friendly learning for 60 nursery-age children who are currently located on the lower floor of the overcrowded Itacha Primary School.
Education	GUY No. 77 Village Nursery school - Construction		Regular access to safe, child friendly, nursery schooling for 200 nursery-age children in No. 77 Village New Housing Scheme who currently travel 3 to 5 km from the scheme.

Sector	Sub-Project	Outputs	Outcomes
Health	SVG Bequia Hospital Renovation	1 community facility upgraded	Improved, safe, affordable emergency health services by end Q2 2013, for 5,389 residents of Bequia and the northern Grenadine islands who are currently dependent on a hospital that accommodates about twice its design capacity. Currently there are high mortality risks and costs associated with travel to the mainland (St. Vincent) to access health services.
Health	TCI Middle Caicos Clinic Renovation and Extension	1 community facility upgraded	Increased access to and delivery of safe, quality health care services for 301 residents of Middle Caicos by end of Q2, 2012. In the current conditions, the current space is limited and the waiting room is usually overcrowded on clinic days.
Training (capacity building)	SL Honey Production & Marketing	22 persons trained in bee keeping and honey production; a team established, equipped with the necessary skills in marketing, credit and financing, record keeping, small business management and in conflict resolution.	A strong and well-functioning group of 22 beekeepers established, capable of managing their apiaries and capable of conducting a business in the marketing and sale of honey.
Vulnerable Groups	BZE Mental Health Day Care Centre Construction	1 community facility built	The facility will provide institutionalised secure social support, including counselling and building networks for 150 persons with psychological problems who are currently living on the streets and vulnerable to violence and abuse.
Water	DOM Grand Fond Water Supply	A: Construction of an intake; a sand filter treatment facility; a 140 cu. m.. storage tank; an access road; ; a security fence, rehabilitation of existing lines and the supply and installation of new supply and distribution lines. B: An address on water conservation, sanitation and management of the water resource for community members.	Regular supply and improved quality of water to 928 residents, currently existing with a badly damaged intake, damaged supply lines and distribution lines destroyed by hurricane, resulting in improved sanitation, by end Q4 2012.
Water	DOM Upper Shawford Water Supply	A: Construction of a 140 cu. m. storage tank; installation of 760m supply and 3 km distribution pipe lines; installation of fire hydrants; B: An address on water conservation, sanitation	Regular supply and improved quality of water to 120 residents, currently without a water supply, resulting in improved sanitation.

Sector	Sub-Project	Outputs	Outcomes
		and management of the water resource for community members.	
Water	SL Morne Ciseaux Water Upgrade	1) installation of 4km, pump and 450 cu. m. tank; construction of new pump house; installation of 4 fire hydrants for emergency purposes, and connection of households to reticulation system.	Improved access to a safe, reliable supply of water and improved health and sanitation within the community of 160 persons for whom the supply of potable water, for domestic and agricultural purposes, is adversely affected by its high elevation (+600').
Water	GUY Mibikuri to Lesbeholden Water Supply - Upgrading		516 households in Mibikuri and Lesbeholden Villages will have access to a safe potable water service. The proposed system will reduce access time to potable water to less than 15 minutes walking distance.
Water	JAM Thornton Water Supply and Booster Station Construction, St. Thomas		235 residents of Thornton Village will have access to a safe potable water service
Water Supply	BZE Bella Vista Rudimentary Water Supply System upgraded	46 m ³ water storage upgraded 9.11 km of pipes installed	Increased access to safe, reliable water for 490 households in the Bella Vista community who are currently vulnerable to water-borne diseases, the burden of time and costs associated with fetching water for domestic use.

The on-going focus of BNTF 6, mainly on construction/delivery of outputs, with far less attention to management of outcomes, runs the risk of ignoring the all-important services to be furnished along with the infrastructure – especially during difficult economic times when there are serious budgetary difficulties. For example, will a recently-constructed school have its required complement of qualified teachers, furniture, educational materials, water and electricity, etc. required for its operation? Are both routine and preventive maintenance ensured?

Some consulted stakeholders claimed that managing for outcomes can increase the cost of implementation of an SP (e.g., the counterpart contribution represented by the teachers, furniture and other inputs mentioned in the preceding paragraph). However, the Evaluation Team does not have evidence that this should be the case, although it could be explored further, especially to attempt to determine its magnitude and possible solutions. The bottom line here is that any development intervention should be justified and closely monitored in terms of its planned outcomes.

Finding 5: BNTF has been lagging in implementing the results-oriented monitoring system that it initiated in early 2010.

Two years ago (2009-10) the BNTF designed and piloted a results-based monitoring instrument to collect data on *initial* outcomes of SPs – the Sub-Project Monitoring Report (SPMR) – and trained BNTFO staff in all BMCs in its use. Nonetheless, at present there is a very low percentage of completion of SPMRs (see sidebar) and virtually none include the information requested on outcomes. Many SPMRs failed to explain Implementation Progress (IP) and Achievement of Planned Outcomes (PO) ratings or state current status and prospects, key issues and actions, or lessons learned. While this was understandable in some sub-projects that were still awaiting CDB approval or in early design stage at the time of SPMR submission, overall there was a lack of attention to SPMR completeness and quality, and candour is clearly a problem in those submitted.

SPMRs

Of the 27 SPs sampled:

- 8 SPs had no SPMRs
- 14 SPs had submitted one SPMR
- 3 SPs had submitted two SPMRs
- 1 SP from St. Lucia with four SPMRs
- 1 SP from Jamaica with five SPMRs

A brief quality review of completed SPMRs concluded that insufficient attention was paid to details, both in terms of outputs and especially initial outcomes, as well as to issues and actions recommended during the implementation process.

There is also no management information system (MIS) to back up this monitoring system. We believe the lack of adequate use of SPMRs and a functional and user-friendly MIS is a critical managerial issue that is fully within the CDB’s ability to implement.

Following the interim report of this evaluation, the BNTF noted that while the training on the monitoring tool was done at the beginning of 2010, some countries only began implementing the tool many months later. The BNTF acknowledged the deficiencies in the use of the tool and has engaged a consultant to assess its use and provide support to ensure outcome measurement. This assignment is also intended to strengthen the overall M&E system (i.e., from programme through PRAP to SP targets and indicators), to focus on methods and sources for strengthening baseline data for SPs, and to incorporate the BNTF MIS.

Finding 6: The poor maintenance (preventative and routine) of BNTF construction projects significantly limits the effectiveness and sustainability of interventions.

Maintenance of SPs continues to be an issue. This was raised by various stakeholders, including non-borrowing member countries, borrowing member countries, and beneficiaries.

Preventive maintenance is the responsibility of the communities while *routine maintenance* is a government responsibility. However, preventive maintenance tends to be especially challenging in BMCs where communities are relatively less organised than in BMCs such as Jamaica and Belize.

Interviewed stakeholders suggested some possible ways of addressing this:

- Raising the US\$500,000 limit to allow use of better quality materials;
- Better pre-qualification of contractors;
- Better supervision and more proactive BNTF staff (including BNTFOs);
- Better efforts to raise the level of awareness of the need to supply preventive maintenance in beneficiary communities.

Routine maintenance is a more difficult problem, because it relies on recurrent expenditures by governments that, as noted above, are faced with declining revenues. Other multilateral development banks (MDB) are also encountering this problem at the present time.

CDB is considering this issue broadly and beyond the BNTF Programme to incorporate concerns raised in capital projects as well – as maintenance also relates to sustainability and involves budgets and financing, maintenance systems, and institutional capacity among other factors. A maintenance fund is being considered for a more comprehensive approach to all infrastructure interventions (capital projects and the BNTF).

Currently the BNTF Programme is developing and using a variety of approaches to maintenance:

- The Guyana Project developed a training program that focuses on maintenance planning. Participants have been drawn from sponsoring ministries, ministries of local government, and sub-project grantees, and the programme reports to CIDA on the number of maintenance plans produced. This programme has been replicated in Montserrat and St. Kitts and Nevis, and further replication is planned for St. Vincent and the Grenadines, Dominica, St. Lucia, and Grenada.
- Belize and Jamaica have developed approaches that focus on building skills within the community.
- Specialised agencies with a focus on the maintenance of government-owned infrastructure have been developed in Turks and Caicos Islands and St. Vincent and the Grenadines. BNTF/CDB has promoted partnership building with these agencies.
- In Q3, 2012 CDB will use consultancy services to review the recommendations of the maintenance study funded under the BNTF CIDA Programme and initiate follow up dialogue, training, and action planning with technical consultants, government ministries, and development partners – in relation to standards, specifications, design, procurement and financing.
- CDB is supporting maintenance approaches in the economic infrastructure sector and is focused on institutional capacity building. Lessons learned will be applied to approaches by BNTF – recognising the unique features of size and stakeholder roles and responsibilities inherent in the design of the programme.

Finding 7: The quality of skills training varies among BMCs and may be insufficiently linked to market demands.

In Skills Training SPs, there appears to be some level of disconnect between the training offered and the skills actually demanded.

According to BNTF staff, the design of the ST initiatives was not always informed by formal market studies to determine whether the outputs of the training (products or services) are in demand and can be sold by the trainee, but several approaches were taken to address this, including:

- Continue ST SPs that focus on specialised/technical areas where viable ventures exist (e.g., sewing skills to support the garment industry, tour guides for the hotel/tourism industry, contractors for the building industry, fish pots for the fishing industry, budding and grafting to support the horticultural industry, beekeeping, craft, etc.).
- In the absence of a formal market survey (which may be provided by CTCS) the CNA identifies some basic marketing information, such as the size of the potential market (number of consumers within a given geographic area, or nationally), and/or the place where marketing/exchange takes place.
- Components of the SP include links to promote employment opportunities, such as attachments, apprenticeships (in which the support of CTCS is vital), links with financial institutions (for seed capital) and other support agencies.

- Wherever applicable, ST includes sessions on the use of computers, gender, business skills and social/life skills.
- SPs also enhance quality or level of productivity in existing industry to satisfy consumer demand (CTCS assists in sourcing experts/master craftpersons).
- At the regional level, the BNTF Programme continues to support the formation of business clusters/ networks/ communities of interest among trainees.

In addition to these encouraging initiatives, information gathered through interviews with BMCs suggest that better job analysis and greater attention to adaptation of curricula to local conditions and market demand are some of the adjustments that should be considered.



In Belize there is an interesting SP in which trainees are recipients of scholarships that include a period of apprenticeship. While this may facilitate employment, the case should be studied further to determine its effectiveness and replicability to other BMCs.

5.4 Status of BNTF 5 Recommendations

Finding 8: BNTF has had mixed results in implementing the recommendations of the BNTF 5 mid-term evaluation.

At the time of the BNTF 6 MTE, some of the recommendations of the mid-term evaluation of BNTF 5 had been implemented, some were in progress, and one had not been implemented. The actual recommendations are shown in the first column of Exhibit 5.4. BNTFO staff and CDB were asked to provide feedback and rate the status of each recommendation on a scale of 0 to 10, where 0 represented “nothing done” and 10 represented “fully implemented;” the average ratings and the Evaluation Team’s comments are shown in the “Status and Comments” column.

Exhibit 5.4 Status of BNTF 5 MTE Recommendations as of March 2012

Recommendation of the BNTF5 MTE	Status and Comments
1. The BNTF 6 should continue to be grounded in the community participation that provided the foundation of the social orientation of the BNTF5. At the same time, it should be defined by its emphasis on community development in support of basic needs.	Our review of CNAs and interviews with communities and with BNTFO staff indicate that all BNTF6 SPs are grounded in the communities and have been designed with a strong participatory approach. BNTF Staff average rating: 7
2. The BNTF 6 should enhance and further define its strategic partnership with government ministries, NGOs and other development partners in the BMCs.	BNTF staff and representatives from BNTFOs and BMCs suggest that additional efforts have been made in BNTF6 to involve government ministries in the development of SPs (in particular in jointly identifying SPs outcomes). However, these efforts are not systematic and vary from one BMC to the next. BNTF Staff average rating: 4
3. The BNTF should continue to favour a shift from one-off sub-projects in the community to a more integrated and comprehensive targeted approach to poverty reduction.	BNTF6 has started to implement integrated SPs and this shift is positive. However, SP demands come from communities and are often requests for a building or a renovation that is not part of a larger development initiative. This is a key issue for BNTF to address. BNTF Staff average rating: 3
4. The BNTF6 should enhance integration of the cross-cutting themes that are more directly relevant	BNTF 6 has made HIV/AIDS less explicit. A gender specialist who was hired to complement the BNTF Team at CDB

Recommendation of the BNTF5 MTE	Status and Comments
to the BNTF, but make others, such as HIV/AIDS, less explicit in the Programme design and implementation.	reviews all SPs to ensure a stronger integration of gender in the design. BNTF Staff average rating: 7
5. The BNTF 6 should continue to support skills training projects, but needs to refine the design of these projects and the kind of technical support that is required for this line of programming.	As per the Grant agreement, BNTF6 is maintaining a minimum of 7% of the fund allocation to support specific capacity-building and skills training activities. The BNTF 6 programme has further refined the type of skills training provided and categorised them into three types: (i) integrated skills training; (ii) Livelihood enhancement skills training; (iii) Community Capacity-Building skills training. However, a skills training strategy was to be developed to guide the implementation of this line of work, and to-date this has not been done. BNTF Staff average rating: 5
6. The BNTF 6 should continue to introduce a results-based approach to its programme management. (...) It should be complemented by an evaluation cycle that helps to track cumulative effects and lessons learned in certain areas.	See finding 5 above BNTF Staff average rating: 4
7. BNTF 5 should continue shifting accountability to the BMCs, by strengthening decision-making authority and the roles and responsibilities of the PSC and the PM. At the same time it should increase the monitoring role played by its staff.	BNTF 6 has started to devolve increased responsibilities and accountabilities to BMCs for project implementation where the capacity exists (e.g., Belize, Jamaica). A new position of Project Engineer (PE) has been added in four BNTFOs to complement the BNTFO staff resources and allow the office to increasingly manage all aspects of the SPs. BNTF Staff average rating: 3
8. BNTF should increase the flexibility with regard to the grant amount given agreement with the contributors to BNTF.	No action taken – This recommendation cannot be implemented because the grant amounts are determined by the application of the Resource Allocation Strategy and are then endorsed and become legally binding through the Grant Agreement. BNTF Staff average rating: 0
9. BNTF should allow for a flexible approach to staffing at BNTFO.	BNTF6 is more flexible in its staffing approach. BNTFOs have different numbers of CLOs based on local needs; where needed the BNTFO has been staffed with a Project Engineer (PE); in Jamaica, Belize and St-Lucia the traditional BNTFO positions are being integrated within the Social Investment Fund (SIF) structure. BNTF Staff average rating: 7
10. BNTF should facilitate a greater amount of sharing of experiences among CLOs.	CLOs interviewed during the evaluation indicated that during BNTF6 they were given greater opportunities to share experiences through national and regional workshops BNTF Staff average rating: 6
11. The CDB should ensure full staffing of the BNTF Programme.	BNTF has expanded its staffing to include a Social Analyst and a Gender Analyst. Discussions are on-going on whether an additional Operations Officer (Engineer) is required to fully staff the Programme. BNTF Staff average rating: 6
12. The CDB should analyse the feasibility of	No apparent changes were made at the CDB level to

Recommendation of the BNTF5 MTE	Status and Comments
introducing a few changes in procedures that could improve the overall efficiency in the management of the Programme.	improve the efficiency of overall procedures. Some operational changes have been reported at the BMC level to improve the efficiency of the programme. BNTF Staff average rating: 1
13. CDB should revise the MIS so as to capture all key phases of the sub-project cycle. This would allow the CDB to better track the different steps and delays and take appropriate actions to eliminate factors causing delays.	The CDB is still struggling with the implementation of an MIS that would allow it to track BNTF 6 outcomes and to administer all aspects of the programme with meaningful data. BNTF Staff average rating: 4

6. Efficiency

Finding 9: There are some critical areas of inefficiency in the BNTF 6 programme, especially (though not exclusively) in the lengthy approval process.

Sub-projects approved under BNTF 6 show an extremely long preparation phase of the project cycle, especially considering that there is a “menu” of sub-project types that should facilitate rapid preparation, even considering design differences in each case.

Of the 53 SPs approved through the third quarter of 2011 – and eliminating 11 in Guyana that were on hold pending resolution of sustainability issues, one in Belize that was later cancelled, and 7 for St. Lucia that were also on hold pending resolution of conditions precedent – the average time between the date the SP documents were received and their approval was 245 days, or 8 months. Approximately half of this time – an average of 122 days, or 4 months – was between the reception of initial SP documents and a “corrected” version. This would seem to indicate that, in principle, if the Bank were to take a more pro-active approach in assisting the countries in “correcting” the SP documentation, there could be a substantial improvement in processing efficiency.

Part of the difficulty relates to the very large number of SPs, which tends to choke key points in the review and approval process, especially for a Bank that approves an average of 15-20 capital projects in a given year. The CDB might want to consider grouping SPs of the same type in a given country – e.g., several primary schools, skills training courses, access roads, etc. – into one approval process, even though the limit of \$500,000 per SP might not be increased, and/or implementation of all SPs might be scheduled over a certain time period.



The CDB BNTF has made some proposals to improve the BNTF 7 SP approval process for large SPs. These proposals, which have to be discussed with BMCs, include:

- 95 per cent funding of SPs
- Promote batching of SPs by BMCs
- On submission of SPs to CDB, field a quarterly appraisal mission to BMC (with expanded BNTF/CDB staff including sector experts where necessary and state and non-state sector stakeholders) – to address gaps in information; sustainability issues; sector standards etc.;
- Build capacity of BNTFO staff and improve quality at entry of SP documents;
- Participation by BMCs in a limited number of sectors to allow for closer attention to sustainability issues
- Prepare LC papers for Departmental review; and
- Submit for Vice President’s recommendation and President’s approval.

Another related issue is the BNTF Operations Manual, which requires updating and considerable simplification.

Finding 10: Poor capacities and inadequate mix of skills in BNTF Offices (BNTFOs) contribute to inefficiency.

Operations Officers assessments and annual reporting on performance indicate that some BNTFOs are lacking in skills necessary to ensure the quality of entry of sub-projects. These include:

- Ability to access, gather, disaggregate and monitor information (including on thematic areas) and translate this into baseline and other sub-project documentation

- Ability to mobilise stakeholders to strengthen needed partnerships for sustainability and mediate in cases of divergent interests
- Ability to manage risks where these may potentially affect results on the ground
- Strategic planning and management – as key skills in the current context of a fast-paced programme within different cycles, benchmarks and implementation timelines.

Acknowledging these realities, the Programme has embarked on several approaches to address these capacity gaps, including during field missions, specially convened meetings (in-country and regionally) and technical assistance.

Finding 11: CDB has made some efforts to mainstream BNTF at the Bank, but further work is needed as this has implications for both the efficiency and the effectiveness of BNTF-financed operations.

The evaluation found that there is a lack of complementarity / synergy between the BNTF and other Bank operations, although there have been some recent improvements and efforts in this regard, as discussed below. Interviewed senior management indicated that BNTF has not been sufficiently mainstreamed at the Bank, and this was borne out by our observations. Currently, the BNTF is not explicitly included in the CDB's country or sector strategies, which may exacerbate the BNTF focus on outputs rather than outcomes. There are insufficient linkages to country strategy papers (CSPs) and capital projects, which leads to many questions during the approval process. Recently there have been some attempts to correct this, but it should be accelerated.⁸ The BNTF needs to be brought into the Bank's overall effort in management for development results (MfDR) undertaken over the past several years; however, it should be noted that MfDR also includes substantial support for bringing the BMCs into this effort.

Based on interviews with Senior CDB staff, the multiplicity of small operations (SPs) may have resulted in a lower priority assigned to BNTF SP proposals (in comparison with capital projects and other TA operations that may be more clearly linked to capital projects and other priorities) and consequently to some delays in the approval process as there is no apparent "strategic urgency" to expedite the review and approval of SP proposals.

Another contributing factor is that BNTF operations are not normally identified in CSPs, which do not usually have the same timelines as BNTF cycles. Consequently, decisions on which sectors will be applicable for BNTF funding or what specific SPs to be support may not be easily identifiable at CSP time. Finally, in terms of MfDR, the omission of BNTF operations in CSPs may be another cause of the lack of more explicit linkages between outputs and outcomes of SPs and Projects, and country outcomes (Level 1).

All of these elements are worth more study, as they have implications for both the efficiency and effectiveness of BNTF-financed operations.



According to the BNTF Portfolio Manager, however, BNTF 6 was designed to facilitate and strengthen how it is mainstreamed across the CDB through the systems, activities/expertise of the Bank, as outlined below.

The Staff Report refers to the synergy with the CTCS Programme, which promotes business development for SMEs through an entrepreneurial approach. Where this may be considered an appropriate response to a

⁸ The CDB is planning further work with the Economics Department to mainstream BNTF in the Bank's operations by strengthening the links between the Country Poverty assessment, poverty reduction strategies and the BNTF Programme, and by positioning BNTF strategically within the CSP.

country request, the model is being aggressively promoted in BNTF 6 – for its effectiveness in achieving specific outcomes.

The Staff Report also addresses the use of CDB staff resources and the annual work programmes of BNTF were said to have been developed in the framework of the use of resources or "boundary partners." As a result, there reportedly has been a significant increase in the input of CDB staff resources that impact on BNTF 6 in the following areas: compliance with programme standards, procurement and legal services; programme management; and strengthening of programme delivery, sub-project development and preparation, and supervision of capacity building initiatives. According to the BNTF Portfolio Manager, the assignments of staff members are significant in terms of time and quality and were channelled through Directors, Division Chiefs and Portfolio Managers and were therefore considered as "Technical inputs to internal Clients."

The BNTF Portfolio Manager noted that BNTF has collaborated with specialists in the Projects Department to enhance project design, strengthen knowledge of sector standards and the enabling sector environment, and build partnerships (across CDB projects with BMCs) to complement project implementation and sustainability – as shown in the following examples.

Collaboration with the Social Analyst and Gender and Development Specialist of the Project Services Division related to CDB's participation at the Gender Resources Hub on the occasion of the 9th Commonwealth Women's Affairs Ministers' Meeting (WAMM). The collaboration provided an opportunity for the dissemination of CDB/BNTF's work to a wide cross section of attendees from across the commonwealth and forged deeper partnerships with development partners on gender equality.

Collaboration with the Disaster Risk Management Specialist and the Investment Officer, Caribbean Technological Consultancy Services Network (CTCS) related to a regional skills training initiative and workshop series on the use of the Computerised Job Estimation Tool (CJET) for Artisans and Small Contractors, a simple and effective computerised tool that allows the user to more accurately calculate the cost of a construction project.

Following a pilot CTCS-funded regional workshop in August 2009, the BNTF Regional Programme supported a national workshop in Grenada and nine national training workshops through the BNTFOs. The Disaster Risk Management Specialist developed the Environmental component of the training. The Investment Officer, CTCS assisted in sourcing the Building and Information consultants to deliver the CJET training and developed a Business Management training component.

The value-added included enhanced managerial and technical skills of artisans and small contractors to contribute to increased productivity and sustainable construction actions; more effective participation by artisans and small contractors in BNTF social infrastructure SPs; potential of increasing employment of women in a non-traditional sector; and the establishment of a BNTF network of a community of practice (artisans and small contractors).

Collaboration with the Education Sector Specialists, Social Sector Division (SSD) related to establishing standards for early childhood development within the Programme, specifically, the minimum standards pertaining to space per child. These criteria have been adopted by all the BNTFOs and applied to all SPs in the education sector.

The most recent collaboration with the Education Sector Specialists was related to a regional capacity-building initiative for early childhood development (ECD) practitioners, specifically, a regional conference on ECD that deliberated on policies, strategies and actions for optimising ECD with a focus on establishing systems, improving programming, and accelerating the pace of children's 'readiness' for school.

The value-added included strengthening partnerships (specifically the CARICOM ECD Working Group comprising the CARICOM Secretariat, the University of the West Indies, UNICEF, PAHO/WHO, Commonwealth Secretariat, OECS Secretariat, Foundation for the Development of Caribbean Children and

Parenting Partners Caribbean) and capacity building within a network of caregivers to enhance development outcomes in the sector.

On-going collaboration with the CTCS related to the strengthening of community-based SMEs. One current SP that demonstrates the collaboration between BNTF and CTCS is a capacity building programme for a registered cooperative group of agro-processors in St. Kitts and Nevis. CTCS provided and co-managed the services of a consultant to conduct a market study of the potential of selected commodities. The BNTFO coordinated the schedule of interviews and on the ground logistics. CTCS and BNTF will facilitate attachments and training on behalf of the members and will collaborate on the development of a community of practice of agro-processors.

Collaboration with Business Analyst (I&TSU) and Information Specialist (I&TSU) related to mainstreaming for programme efficiency and monitoring of BNTF's contribution. An Information and Technology Services Unit (I&TSU) business analyst was assigned to BNTF for nine months to assess business requirements for the upgrade/replacement of the BNTF MIS. SPMR and SPCR incorporated into the new requirements to improve monitoring at the SP level. The MIS will link to CDB's project monitoring system.

7. Design and Management

Finding 12: Some aspects of BNTF design contribute to the slow implementation of SPs, particularly the participatory nature of BNTF and the requirements of the community-driven approach.

In many cases, BNTF programme management did not fully appreciate the additional time required to implement SPs in countries where communities are relatively less organised. For example, communities in Jamaica tend to be relatively highly organised, and may be counted on to engage in preventive maintenance, security and other activities that take advantage of the new infrastructure. In contrast, communities in Belize have seen their populations increase rapidly due to migration from other Central American countries where violence is widespread; recent migrants may not have had the time required to truly build a stake in their respective communities and, moreover, their culture of origin may not have prioritised the need for preventive maintenance of public facilities. The foregoing illustrates the importance of distinguishing between situations in which a community-driven approach is feasible, and where a community *participation* effort – recognising local preferences while building awareness – may be more appropriate.

While BNTF should make extra efforts to establish and support community organisations in all its BMCs, it is clear that it cannot and should not depend on them for formal monitoring or for preventive maintenance. Here, Project Engineers and Consultants could be more involved and pro-active.



Finding 13: The \$500,000 limit on BNTF sub-projects may limit its efficiency.

This finding is related to Finding 8. It is felt that the \$500,000 limit on SPs results in the “atomization” of the Programme, meaning that it necessarily leads to a large number of SPs, each of which requires a preparation and review process, implementation schedules and arrangements, and monitoring and completion reports.

In contrast, designing an SP that aimed to improve primary schooling for five poor communities over a 2-3 year period might promote: a) improved efficiency in the approvals process, b) a greater interest in outcomes; c) more bids from qualified contractors; and d) the use of better quality materials which could reduce the burden of preventive and routine maintenance.



8. Conclusions and Recommendations

8.1 Conclusions

Relevance

BNTF is more relevant than ever for BMCs, in particular during the current global financial crisis which has curtailed spending on infrastructure and social programmes benefitting the poor.

Effectiveness

As is the case with any programme that adds new features as it moves from one cycle to the next, BNTF 6 started slowly. BNTF 6 integrated new features such as closer alignment to PRAPs, integrated community SPs, and the creation of BNTF networks of community based organisations (CBO) – which required new tools to be developed, and training for BNTF and BNTFO staff. It is expected that the BNTF 6 Programme will catch up on implementation in 2012.

BNTF continues to reach the most vulnerable groups and target the poorest communities and is delivering numerous outputs in sectors closely aligned with the SDF. While there is some evidence of BNTF outcomes, there are few specific indicators to measure effectiveness at this level and such data has not been collected systematically and there is no reporting on these. The on-going focus of BNTF 6 on construction/delivery of outputs runs the risk of ignoring the benefits of infrastructure (e.g., higher enrolment, increased attendance, and children's safety).

BNTF has been lagging in implementing the results-oriented monitoring system that it initiated in early 2010. There are very few sub-project monitoring reports (SPMRs) and very sparse reporting on the outcomes of the programme.

Poor maintenance significantly limits the effectiveness and sustainability of BNTF interventions. Preventive maintenance, which is the responsibility of communities, tends to be challenging in BMCs where communities are not well-organised. Routine maintenance depends on recurrent expenditures by governments, most of which are facing the challenge of declining revenues.

The quality of skills training varies among BMCs and may be insufficiently linked to market demands. In Skills Training SPs, better job analysis and greater attention to adaptation of curricula to local conditions and market demand may need to be considered.

BNTF has had mixed results in implementing the recommendations of the BNTF 5 mid-term evaluation.

Efficiency

There are some critical areas of inefficiency in the BNTF 6 programme, especially (though not exclusively) in the lengthy approval process. The average time between the date SP documents are received and their approval is eight months, approximately half of which is spent on correcting the initial documents. Part of the difficulty lies in the very large number of SPs. The CDB has plans to improve the process.

CDB has made some efforts to mainstream BNTF at the Bank, but further work is needed as this has implications for both the efficiency and the effectiveness of BNTF-financed operations. Currently, the BNTF is not explicitly included in the CDB's country or sector strategies, and there are insufficient linkages to capital projects and to country strategy papers (CSPs) which do not follow the same timelines as BNTF cycles.

Design

Some aspects of BNTF design contribute to the slow implementation of SPs, particularly the participatory nature of BNTF and the requirements of the community-driven approach. In many cases, BNTF

programme management did not fully appreciate the additional time required to implement SPs in countries where communities are less well-organised.

The \$500,000 limit on BNTF sub-projects may limit efficiency in that it contributes to a large number of small SPs, each of which requires a preparation and review process, implementation schedules and arrangements, and monitoring and completion reports. In contrast, an SP that grouped several related initiatives could promote efficiency in all of these areas.

8.2 Recommendations

Some of the following recommendations are geared at the completion of BNTF6, while others should be taken into consideration as BNTF considers the design of subsequent phases of BNTF.

Catching up on slow start-up of BNTF 6

Recommendation 1: BNTF should continue its efforts to catch up on the delays incurred in the implementation of BNTF 6. The CDB should ensure that conditions are in place to make this possible.

This refers to Finding 2.

Following the presentation of the BNTF 6 MTE Interim Report on 8 March 2012 in Dominica, the BNTF Team has taken action (or is planning actions) to improve the performance of the programme. Some of these actions have been noted in the body of the report. While the Evaluation Team is encouraged by the BNTF diligence in catching up, it urges the BNTF team to maintain this sense of urgency and to demonstrate the required leadership and actions to bring the programme up to speed according to plan by the end of 2012.

Doing so will most certainly add to the workload of the BNTF team as it will have to manage the high volume of SPs to be implemented between now and December 2012, while at the same time preparing the Results Framework for BNTF 7, and addressing the recommendations of the BNTF 5 Final Evaluation and the BNTF 6 MTE recommendations. BNTF Management as well as the CDB should be realistic about what can be accomplished in this time frame with existing resources. If additional resources are required (people, financial resources, technical assistance), BNTF should highlight these in a plan to discuss with the CDB so as to best to respond to these multiple, additional demands placed on the BNTF team.

Effectiveness

Recommendation 2: To increase its development effectiveness, BNTF should be better mainstreamed at CDB.

This refers to Finding 10.

The evaluation has shown that BNTF 6 has taken some actions to increase the synergies between BNTF and other parts of the Bank's operations. However, moving forward, and as one of CDB's flagship programmes, more should be done. Among the things to be considered:

- The BNTF strategy must be an integral part of the Bank's overall strategic plan.
- The CDB's Country Strategy Papers should include in-depth analyses of poverty in the BMCs, and clearly identify BNTF interventions in the context of CDB's overall menu of products offered to the BMCs.
- Consideration should be given to further increasing – perhaps regularising – the participation of CDB BNTF Unit staff in the preparation of capital projects, and of other staff of the Projects Department in the overall design of Projects and in the preparation of SPs.

- As the Bank implements MfDR, which is outcome-driven, it will need to consider requirements in terms of policies, strategies, and operations. BNTF should be fully incorporated in this effort.

Recommendation 3: The Bank should ensure that infrastructure SPs focus on the benefits intended to be derived rather than the completion of works.

This relates to Finding 4.

While the provision of infrastructure to poor communities is especially relevant in the context of severe fiscal difficulties among the BMCs, sub-projects should be designed to focus on the benefits (effectiveness) of the infrastructure – in particular, access to markets, social and economic services – not simply on completion of works.

The Bank has been using logical or results frameworks in its capital projects for a considerable period of time. This methodology normally stipulates that the title of a development project should be aligned with its principal outcome statement, sometimes called the project’s “purpose.” In order to emphasise the importance of the *benefits* or *effectiveness* of SPs and BNTF operations in general, the titles of SPs should be changed henceforth. For example, instead of using a title such as “XX Community Primary School Construction,” which is output-focused, the title could be “Improvement/Expansion of Primary Education in XX Community,” thus shifting the focus to outcomes such as enrolment, attendance, completion, or others that are derived from building or rehabilitating a primary school in a poor community.

Recommendation 4: The BNTF should take immediate actions to continue the implementation of the results-based monitoring system for the BNTF and provide the training/coaching required, both in-house and in the field.

This relates to Finding 5.

To continue the Technical Assistance on results-based monitoring and evaluation that started in 2010 there is an urgent need for BNTF to proceed with the effective installation of the long-delayed Sub-Project Monitoring Report (SPMR) with whatever adjustments are required (based on its piloting), including the appropriate MIS system and provision of any training required. It will also be important to design and establish a quality review process for SPMRs, as well as appropriate checks for candour. In doing so, BNTF and CDB should ensure that:

- The results-based monitoring system should be mandatory. It should require all BNTF-financed operations to record initial outcomes and make explicit links to indicators at Level 1 (country outcomes) and Level 2 (output contribution to Level 1 outcomes). The cost of monitoring should be viewed as an investment in sub-project effectiveness.
- The BNTF MIS system should dove-tail with systems for other Bank operations; indeed it should be viewed as a sub-set of a monitoring system and MIS for all Bank operations. Consideration should also be given to the regular and periodic production of “dashboard reports” to Senior Management, derived from the SPMRs and financial data, on the status of the BNTF portfolio.

Recommendation 5: The BNTF should take steps to resolve maintenance problems (preventive and routine maintenance).

This refers to Finding 6.

Maintenance is central to sustainability and a weak point of many BNTF SPs. The Bank should take decisive action to support BMCs in providing the maintenance required.

To improve routine maintenance, which is a government responsibility that is seriously affected by the current fiscal situation of the BMCs, the Bank should work with each BMC to find ways to ensure that funding for routine maintenance is not eliminated in the process of trimming budgets.

To improve preventive maintenance, which is a community responsibility, the Bank should:

- Assess the quality of maintenance done by communities to derive lessons learned
- Provide more short term on-site support to communities that require it (greater pro-activity by BNTFO and Bank)
- Encourage greater involvement (oversight and inspection) by the Project Engineer and CLO
- Develop and implement community awareness strategies based on lessons learned.

Recommendation 6: The BNTF should take steps to improve the quality of construction.

This refers to Finding 6.

The evaluation found that maintenance is also affected to some extent by the quality of construction, which in many cases has been compromised by start-up delays and increasing costs of materials. To ensure better quality of construction, the Bank should:

- Adjust and improve pre-qualification of contractors
- Pay more attention to the specifications to ensure better quality of materials; and
- Tighten up the supervision of contractors by local consultants, Project Engineers in BNTFOs,
- More pro-active oversight by Bank Operations Officers in standards setting; institutional support; and ensuring rigor by technical consultants.

This will have cost implications.

Efficiency

Recommendation 7: BNTF should continue to review its SP approval process to make it more efficient and should consider imposing a maximum time period for BNTF sub-project approval.

This refers to Finding 9.

Recent discussions with CDB staff responsible for the BNTF suggest that actions have been identified to reduce the approval process timeframe (e.g., to determine a fixed date at which all SPs received are reviewed by all reviewers). To complement what has already been identified, the BNTF team should also consider establishing a maximum period of time for sub-project approval – probably no more than six months⁹ from the time the first documents are received. This would represent a reduction of approximately 25 per cent of the current average preparation/approval phase for SPs.

To the extent the Bank is fully committed to ensuring Quality at Entry of its operations, it should find ways of prioritising certain steps in the process so that it is accomplished expeditiously without compromising quality.

⁹ The current World Bank standard for capital operations is an approval period of 12 months. However, SPs do not require the degree of economic and financial analysis commonly applied to capital operations. Moreover, unlike capital operations, which tend to be more “custom made,” BNTF operates with a specific “menu” of SPs that basically requires design adjustments only for local inputs and conditions.

Recommendation 8: The Bank should structure SPs to allow similar SPs in a given BMC to be prepared and processed as a single operation.

This refers to Findings 9 and 12.

In order to achieve better economies of scale and reduce processing time, BNTF sub-projects in a given BMC and sector should be structured to allow multiple similar SPs to be prepared and processed as a single operation in a given sector (e.g., construction/rehabilitation of several primary schools, health centres, day care centres, access roads, or community infrastructure, and/or skills training). While this may require implementation to be planned over a longer period of time, it would facilitate congruence with sector and country priorities and allow the Bank to better evaluate the effectiveness of BNTF operations. It could also make sub-projects more attractive to prospective contractors, and help ensure better quality of construction, thus leading to fewer maintenance problems.

Design

Recommendation 9: In completing the BNTF 6 and planning the BNTF 7, the BNTF should prioritise the recommendations of previous and current evaluations.

This refers to Finding 8.

The evaluation found that the BNTF has followed up on some but not all of the recommendations of the BNTF 5 MTE. It will also need to address the recommendations of the final BNTF 5 evaluation (currently in progress) as well as the recommendations of this mid-term evaluation of the BNTF 6.

We suggest that the BNTF should take stock of all of these recommendations and prioritise the ones that are most significant for the completion of BNTF 6 and for the BNTF 7 design.

Recommendation 10: In its design of BNTF 7, the BNTF should consider the efficiency implications of its design, particularly in terms of the feasibility of implementing a community-driven approach in all communities, and the proliferation of numerous small SPs due to the \$500,000 limit on sub-projects.

This refers to Findings 11 and 12.

While the BNTF community-driven approach is well-founded, the evaluation found that the effectiveness of implementation varies according to the stage of development of communities. Because some communities are ready for community action and others are not, the BNTF should develop realistic and appropriate strategies for a range of conditions. For example, it should consider the additional time required to implement SPs in countries where communities are less well-organised.

The BNTF should also reconsider the \$500,000 limit on BNTF sub-projects. The evaluation found that this contributes to a large number of small SPs, each of which requires a preparation and review process, implementation schedules and arrangements, and monitoring and completion reports. In contrast, an SP that grouped several related initiatives could promote efficiency in all of these areas.

**Mid-Term
Evaluation of the
BNTF 6
Programme**

Final Evaluation
Report - Volume II



April 2012

Appendices

Appendix I Evaluation Terms of Reference	1
Appendix II Evaluation Matrix	5
Appendix III Consulted Stakeholders	11
Appendix IV Bibliography	13
Appendix V Interview Protocols	21

Appendix I Evaluation Terms of Reference

MID TERM EVALUATION OF THE BASIC NEEDS TRUST FUND SIXTH PROGRAMME

1. BACKGROUND

1.01 The Basic Needs Trust Fund (BNTF) is the principal Programme within the Caribbean Development Bank (CDB) for direct poverty reduction. It was launched in 1979 and is now in its sixth cycle. The Programme is designed to assist poor and vulnerable communities in 10 Borrowing Member Countries (BMCs) – Belize, Dominica, Grenada, Guyana, Montserrat, Jamaica, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, and the Turks and Caicos Islands – improve their access to basic public services through the provision of social and economic infrastructure, increased economic activity and community participation.

1.02 The sixth cycle of the BNTF (BNTF 6) was approved by the Board of Directors in July 2008 in the amount of USD32mn from the resources of the Unified Special Development Fund [SDF (U)]. The design and operational approaches of BNTF 6 are collectively intended to increase development effectiveness and focus the Programme on its community development mission. These include: increased authority and autonomy to BMCs for management increased limits of sub-projects (SPs); strengthening compliance on gender equality, environmental sustainability and disaster risk reduction for full integration within the Programme; strengthening stakeholder and beneficiary participation for greater ownership and sustainability of results and applying holistic and integrated approaches to the design and implementation to improve development outcomes. The resources under the regional component were increased to strengthen programme management; provide increased technical assistance for the delivery of the Programme and support joint programming initiatives with other development partners in areas compatible with those of BNTF.

1.03 The BNTF 6 Staff Report (pg. 30 para. 4.07) stated that a Mid Term Evaluation (MTE) will be completed within two years of satisfaction of conditions precedent of the Grant Agreements and guided by three (3) broad performance criteria:

- Effectiveness: Assessment of country performance in relation to achievement of objectives and targets as defined in the Poverty Reduction Action Plans (PRAPs) and the integration of cross cutting issues.
- Quality of Sub Projects: Assessment of community participation and prospects for maintenance
- Efficiency: Capacity to implement resources in an efficient manner.

1.04 Additionally, the report of the Mid Term Review of the Seventh cycle of the Special Development Fund (Unified) in April 2011 requested that the MTE consider the following:

- The continued relevance of the Programme in its current design
- Overall Programme effectiveness and efficiency issues, including progress in respect of reducing implementation lags and the overlapping of BNTF Phases; and
- Progress towards strengthening results monitoring and evaluation in the context of Management for Development Results.

1.05 A number of activities have been undertaken to strengthen the effectiveness of the Programme. These included: revisions to the PRAPs and the BNTF Operations Manual; diagnostics for upgrading of the Management Information System (MIS); development of a Results Monitoring Programme Framework and

tools for monitoring subprojects and training on Results Based Monitoring among stakeholders and BNTF staff in participating BMCs. An Operations' Audit of BNTF country offices assessed the adequacy of the institutional framework and processes for managing implementation. A Maintenance Innovation Study of BNTF funded infrastructure underscored the urgency of strengthening the maintenance of community infrastructure and the need to equip communities with the skills to sustain their assets. The key Programme outputs are at **Annex 1**.

1.06 It was intended that at the early stages of implementation, BNTF 6 would run concurrently with BNTF 5 which was scheduled for completion in June 2010. It is estimated that by the end of implementation, BNTF 6 should provide funding for approximately 400 subprojects (SPs) in poor communities and 10 integrated community subprojects. Summary of Programme Activities is at **Annex 2**.

2. OBJECTIVES

2.01 The overall objective of the consultancy is to assess progress on the implementation of BNTF 6, identify lessons learned and recommend improvements to increase effectiveness, efficiency and results as reported by the BNTF 6 results framework to the end of the Programme cycle.

2.02 Specifically, the assignment will focus on reviewing and reporting on the status of the following objectives, including a description and analysis of any factors which are likely to influence the full realization of these activities by the end of the cycle:

- 1) Expand and conserve the stock of basic infrastructure, to enable access to a wide range of basic public services
- 2) Improve the human resources has through skills development and social readjustment; and
- 3) Promote and strengthen community organizations and their capacity for initiating and managing change.

2.03 The consultancy is a formative evaluation. This assessment is important and will be instrumental to inform the CDB, government authorities, SDF contributors and other stakeholders on the achievements towards meeting the Programme's established targets and provide insights into further strengthening of implementation for the remaining period of BNTF 6 and strategic directions for the design and timing of BNTF 7.

3. SCOPE OF WORK

3.01 The consultancy is expected to determine the progress towards the achievement of the agreed targets for BNTF 6 and, in particular:

- a) Assess the adequacy of the Programme design of the BNTF 6 to support its mission as a community development programme in support of eligible areas and its objectives;
- b) Review the policies, procedures, and systems in place for the administration, operation and monitoring of BNTF 6;
- c) Assess the degree of efficiency with which the operations of BNTF 6 are being undertaken;
- d) Assess progress on the implementation of the BNTF 6 strategy outlined in the results matrix of the Staff Report;
- e) Review implementation and supervision arrangements in place to underpin the successful execution of BNTF 6, and to take care of maintenance provisions;
- f) Assess progress made in the implementation of the BNTF 5 MTE recommendations;
- g) Identify any lags in the implementation of BNTF6;
- h) On the basis of the above information provided by the MTE, state specific recommendations and decisions to be taken (as well as accountability and time lines for completion), whether in

programme design or operational areas in implementation, supervision, compliance with covenants, disbursement/financial/budgeting/counterpart mechanisms, resource allocation or re-allocation, refocusing or targeting, institutional arrangements, sub-project implementation, programme management, CDB systems/processes and involvement or community participation that may be required to ensure the achievement of the objectives of BNTF 6;

- i) Organise and/or integrate all MTE findings and recommendations into an executive summary and matrix to accompany the main report. The matrix should contain an action-oriented plan, and should attempt to cover the following five broad areas with time frames and accountability for actions by specific parties/units:
 1. Measures to Improve Programme/Sub-Project Design and Operation; (BNTF 6 and BNTF 7 considerations);
 2. Pace and Quality of Project Implementation (complexity or simplicity of execution, interagency or donor coordination, coordination arrangements and their functioning, time frames, slippages and reasons for delays, institutional performance, availability/adequacy of budget, staff, equipment, consultants, technical assistance, fiduciary management problems, procurement delays, bidding/contractor difficulties, financial/ accounting weaknesses, risk management/mitigation plan, project ownership and stakeholder participation);
 3. Results Management, Programme Performance and Supervision; (review of results against original objectives, performance indicators, priority areas/components and assigned resources, assess relevance, accuracy, objectivity and reliability of data on outputs and outcomes being collected, cost overruns, efficiency in execution of components, timeliness of decision-making and reasons for disbursement delays, quality of IA performance, CDB supervision, appraisal and approval, project externalities, need for project restructuring, analysis of factors that are contributing to or detracting from project results, relevance and accuracy of project performance ratings; sustainability and maintenance);
 4. Lessons Learnt;
 5. Project Adjustments and Mid-Course Corrections as Needed (BNTF 6) (decisions/actions by whom and by when); and
 6. Recommendations for the design (including changes to predetermined sector areas of intervention), administrative arrangements (including systems and staffing at CDB); implementation, monitoring and evaluation of BNTF 7. Recommendations for reducing the overlapping of BNTF phases.

4.0 METHODOLOGY

4.1 The Consultant will gather data and perform analyses required to realize the objective stated above and with CDB, agree on the methodology to fulfill the Terms of Reference (TOR). This will include:

- 1) Review of relevant programme documents and interviews with CDB staff and management
- 2) Field Missions or telephone interviews with field officers, management and stakeholders to review implementation and institutional arrangements and programme performance

5.0 DELIVERABLES

5.1 It is expected that the consultancy will commence on January 16, 2012 and be completed by May 31, 2012. The consultant will be required to submit the following deliverables:

- a) An Inception report, sent to CDB in electronic format by email within one week upon return from the data collection at CDB, which details the methodology and the schedule for the evaluation. CDB will provide comments on the Inception Report within three days of receipt, and the consultant will adjust the work in accordance with comments received;
- b) An Interim Report, in the form of a PowerPoint presentation, at the CDB Board Meeting on March 8th, 2012. The Interim Report will be sent, in electronic format, to CDB by February 24th. CDB will provide comments on the Interim Report within three days of receipt, and the consultant will adjust the report in accordance with comments received;
- c) A Draft Final Report, sent to CDB in electronic format, within twelve weeks of commencement of work detailing the approach, findings, conclusions, and recommendations of the evaluation. The consultant will also make a formal presentation to the AMT of the Draft Final Report. The date for the presentation will be identified in consultation with CDB.. CDB will provide comments on the Draft Final Report within two weeks after its receipt and presentation;
- d) Within sixteen weeks of commencement of work, the consultant will submit three (3) copies of the Final Report incorporating the comments of CDB. The Final Report shall include an Executive Summary with fully cross-referenced findings and recommendations in keeping with item 3.01(j) (1) to (5) of the Scope of Works. One copy of the Final Report shall be in Microsoft Word 2003 or later version, on a compact disc and also sent electronically to bntf@caribank.org.

Appendix II Evaluation Matrix

The Evaluation Matrix was designed based on the primary factors listed in the Terms of Reference (TOR). It elaborates on each by articulating illustrative indicators, data sources and the evaluation methodologies that were used.

Evaluation Issues	Evaluation Questions ¹	Indicators	Potential Sources of Data	Methodology for Data Collection
Programme Design	To what extent is the current design ² of BNTF 6 adequate to support its objectives ³ ?	<ul style="list-style-type: none"> • Closer alignment of the PRAP with national poverty reduction objectives and sector strategies • Number of networks built of BNTF supported CBOs • Number of capacity development initiatives for organisational development, project management, and project monitoring • Number of awareness raising, training in analysis for key stakeholders (consultants, BNTFO, ministries, PSC, PMC) and other strategies for integration of gender equality and environmental sustainability concerns • Existence of a strategy for skills training and capacity building to enhance programme effectiveness • Increased authority of PSC for approval of grant amounts for SPs to the value of USD 50,000 • Increased authority of PSC for the management of consultants for SPs to the value of USD 50,000 • Number of approved SPs combining infrastructure and skills training components • Number of approved integrated community SPs 	<ul style="list-style-type: none"> • CDB Senior Management • Selected BNTF Board Members • Government representatives in visited BMCs • Communities' representatives in visited BMCs • PSCs in visited BMCs • BNTF staff at CDB and in the BMCs • SP files (CNAs, SPMRs, profiles) • PRAPs • BNTF Programme documents • MIS 	<ul style="list-style-type: none"> • Interviews • Document review • SP file review

¹ As it appears on the CDB's website, the term "Programme" is used to describe the current cycle of the BNTF programme, which is implemented by CDB at a regional level, while the term "Project" is used to refer to the Programme implemented at the national level.

² As identified in CDB Staff Report on Basic Needs Trust Fund- Sixth Programme (page 12), the proposed design of BNTF 6 consists in: strengthened targeting through the PRAPs; promotion of community participation and networking; increased authority and accountability of beneficiary countries; promotion of more holistic and integrated approaches to sub-project design; human resource development; enhancement of the Management Information System (MIS); facilitation of knowledge sharing and communities of practice; and more efficient standards of operations and the promotion of maintenance and sustainability.

³ The BNTF 6 stated objectives are: i) to expand and conserve the stock of basic infrastructure, to enable access to a wide range of basic public services; ii) to improve the human resources base through skills development and social re-adjustment; and iii) to promote and strengthen community organisations and their capacity for initiating and managing change. Source: CDB, *Staff Report on Basic Needs Trust Fund- Sixth Programme*, July 2008, page 14.

Evaluation Issues	Evaluation Questions ¹	Indicators	Potential Sources of Data	Methodology for Data Collection
		<ul style="list-style-type: none"> • Existence of a results framework and evaluation cycle tracking annual performance, cumulative effects and lessons learned • Increased staff, technical services and specialists in related Programme areas • Perceptions of BNTF key stakeholders on the adequacy of BNTF 6 current design to support its objectives 		
Effectiveness	<p>How much progress has BNTF 6 done towards the achievements of its stated outputs and outcomes as identified in the Logical Framework Matrix Summarizing the Programme Design, i.e.:</p> <ul style="list-style-type: none"> • (Output) Basic community infrastructure completed? • (Output) Skills enhanced for service delivery, productive/economic activity? • (Output) Skills enhanced for community planning and management, and maintenance and advocacy in Environmental Sustainability, DRR, & Gender? 	<ul style="list-style-type: none"> • Level of progress on indicators identified in the Logical Framework Matrix Summarizing the Programme Design of CDB Staff Report⁴ • Perceptions of BNTF team at CDB, CDB Senior Managers, BNTF contributors and in the BMCs on the level of progress made towards the achievement of the BNTF 6 planned outputs and outcomes 	<ul style="list-style-type: none"> • BNTF staff at CDB and in the BMCs • CDB Senior Management • Selected BNTF B Board Members • BNTF-related documents (MTE, annual reports, financial reports, etc.) • SP files • MIS 	<ul style="list-style-type: none"> • Interviews • Document review • SP files review

⁴ CDB, *Staff Report on Basic Needs Trust Fund – Sixth Programme*, July 2008, page 15.

Evaluation Issues	Evaluation Questions ¹	Indicators	Potential Sources of Data	Methodology for Data Collection
	<ul style="list-style-type: none"> (Outcome) To improve access to social infrastructure and services, increase employment opportunities and strengthen institutions in targeted communities? 			
Efficiency	To what extent have BNTF 6 resources been used efficiently?	<ul style="list-style-type: none"> Ratio of administrative costs to programme costs Average, maximum and minimum timeframe between each of the steps of the sub-project cycle from identification to start-up for all approved SPs as of December 31st, 2011 Perceptions of BNTF team at CDB and in the BMCs and PSCs regarding the extent to BNTF 6 resources are used in an efficient way 	<ul style="list-style-type: none"> BNTF staff at CDB and in the BMCs PSCs in visited BMCs BNTF-related documents (MTE, annual reports, financial reports, etc.) SP files MIS 	<ul style="list-style-type: none"> Interviews Document review SP files review
	To what extent have the reforms introduced under BNTF 6 increased the efficiency in the use of BNTF resources?	Comparison of average timeframes from SP identification to SP start-up between BNTF 5 and BNTF 6	<ul style="list-style-type: none"> BNTF staff at CDB and in the BMCs PSCs in visited BMCs BNTF-related documents (MTE, annual reports, etc.) SP files MIS data 	<ul style="list-style-type: none"> Interviews Document review SP files review

Evaluation Issues	Evaluation Questions ¹	Indicators	Potential Sources of Data	Methodology for Data Collection
<p>Programme Administration</p>	<p>To what extent are the existing policies, procedures, and systems in place for administration, operation, and monitoring of BNTF 6 supporting the successful implementation of BNTF at the programme and project levels? Policies, procedures, and systems include:</p> <ul style="list-style-type: none"> • Monitoring, evaluation, and reporting at the sub-project, Project and Programme levels • Maintenance of sub-projects after completion • No-objection/approval procedures and processes of sub-projects • Human resources • MIS • Annual performance audit at the Project level 	<ul style="list-style-type: none"> • Regular submission of SPMRs reporting at the output and outcome levels • Compliance of infrastructure-type SPs with new standards and materials specifications • Amount of resources committed for the maintenance of SPs by senior sector officials and PSCs • No-objection/approval of SPs according to the Procedure Manual and CDB regulations • Disbursement practices according to the Procedure Manual and CDB regulations • Existence of job descriptions for new hired staff • Level of satisfaction of BNTF staff at CDB and in the BMCs regarding the clarity of their roles and responsibilities • Existence in the MIS of key project indicators • Number of performed annual performance audits at the Project level 	<ul style="list-style-type: none"> • BNTF staff at CDB and in the BMCs • Terms of reference of BNTF staff at CDB and in the BMCs • Corporate and SP levels documents (e.g., monitoring and evaluation forms, progress reports) • MIS • SP files • OM • Job descriptions • Annual performance audit reports 	<ul style="list-style-type: none"> • Interviews • Document review

Evaluation Issues	Evaluation Questions ¹	Indicators	Potential Sources of Data	Methodology for Data Collection
Programme Performance	<p>What progress has CDB made in implementing the BNTF 6 strategy outlined in the results matrix of CDB Staff Report namely with regard to:</p> <ul style="list-style-type: none"> • Supporting targeted capacity building at the regional and country level? • Implementing BNTF Programme strategies and strengthen results based management? • Strengthen partnerships to improve programme delivery and to strengthen development impact? 	<ul style="list-style-type: none"> • Level of progress on indicators identified in the results matrix of CDB Staff Report⁵ • Perceptions of BNTF team at CDB, CDB Senior Managers, BNTF contributors and in the BMCs on the level of implementation of the BNTF 6 strategy • Type of challenges faced by BNTF team in implementing the strategy 	<ul style="list-style-type: none"> • BNTF staff at CDB and in the BMCs • CDB Senior Management • Selected BNTF Board Members • Government representatives in visited BMCs • PSCs in visited BMCs • BNTF-related documents (OM, reports, training material, evaluations, etc.) • CDB's website 	<ul style="list-style-type: none"> • Interviews • Document review • Website review
	<p>What progress has been made by the BNTF team in implementing the recommendations of the MTE of BNTF 5?</p>	<ul style="list-style-type: none"> • Number of recommendations made in the MTE Report of BNTF 5 that have been implemented by BNTF team (with degree of implementation) • Consistency between the measures adopted by BNTF team and the spirit of the recommendations • Perceptions of BNTF team at CDB and in the BMCs on the adequacy of the measures taken by CDB to respond to the recommendations • Type of challenges faced by BNTF team in implementing the recommendations 	<ul style="list-style-type: none"> • BNTF staff at CDB and in the BMCs • CDB's Board members • BNTF-related documents (e.g., MTE Report of BNTF 5, annual reports) 	<ul style="list-style-type: none"> • Interviews • Document review

⁵ CDB, *Staff Report on Basic Needs Trust Fund – Sixth Programme*, July 2008, Appendix 2.4: BNTF 6 Results Framework.

Evaluation Issues	Evaluation Questions ¹	Indicators	Potential Sources of Data	Methodology for Data Collection
Recommendations and Lessons Learned	<ul style="list-style-type: none"> • What mechanisms should be put in place for effectively addressing the issues identified during the MTE of BNTF 5? • What recommendations can be made to improve: <ul style="list-style-type: none"> – BNTF 6 Programme/Sub-Project design and operation? – Pace and quality of SP implementation? – Results management, programme performance and supervision? – The overlapping of BNTF phases? • What are the lessons learned that can be drawn in terms of Programme design, implementation, monitoring, and evaluation, if any? 			

Appendix III **Consulted** Stakeholders

Name	Title/unit	Method of Consultation

Appendix IV Bibliography

- Bella Vista Rudimentary Water System Project Steering Committee (2010). Minutes Of Meeting Of Sif Board Of Directors.
- Caribbean Development Bank (2009). Bella Vista Rudimentary Water System Upgrade and Extension. Sub-Project Profile Infrastructure.
- Bella Vista Rudimentary Water System (2011). BNTF Sub-Project Monitoring Report.
- Bella Vista Rudimentary Water System Upgrade and Expansion, Phase 1. Belize BNTF 6 Sub-Project No: 188.
- Bella Vista San Isidro Community Needs Assessment Process.
- Caribbean Development Bank (2010). Bella Vista Water System Upgrade and Extension. Community Needs Assessment Process.
- Government Of Belize-Caribbean Development Bank. Poverty Reduction Action Plan. Basic Needs Trust Fund 6th Programme (2008-2012).
- Mental Health Association. Organizational Needs Assessment.
- Mental Health Center (2011). BNTF Sub-Project Monitoring Report.
- Caribbean Development Bank (2007). Mental Health Day Care Centre Construction. Organizational Needs Assessment.
- Mental Health Day Care Centre Construction Project Steering Committee (2010). Minutes Of Meeting Of Sif Board Of Directors.
- Caribbean Development Bank (2009). Mental Health Day Care Centre Construction. Sub-Project Profile Infrastructure.
- Mental Health Day Care Construction, Belize City, Belize District. Belize BNTF 6 Sub-Project No: 174.
- Government Of The Commonwealth Of Dominica. Basic Needs Trust Fund. The Caribbean Development Bank's Flagship Regional Poverty Reduction Programme. Poverty Reduction Action Plan (Revised).
- Caribbean Development Bank (2005). Grand Fond Water Supply. Sub-Project Profile Infrastructure.
- Caribbean Development Bank (2007). Grand Fond Water Supply. Demographic And Social Data.
- Grand Fond Water Supply. DOM BNTF 6 SUB-PROJECT NO: ----.
- Grand Fond Water Supply Project Steering Committee (2011). Minutes Of Meeting Held At The Basic Needs Trust Fund Office on July 14, 2011.
- Grand Fond Water Supply Project Steering Committee (2011). Minutes Of Meeting Held At The Basic Needs Trust Fund Office on June 9, 2011.
- Grand Fond Water Supply Project Steering Committee (2010). Minutes Of Meeting Held At The Basic Needs Trust Fund Office on September 16, 2010.
- Caribbean Development Bank. Upper Shawford Water Supply. Sub-Project Profile Infrastructure.
- Caribbean Development Bank (2008). Upper Shawford Water Supply. Community Needs Assessment Process.

Upper Shawford Water Supply. DOM BNTF 6 SUB-PROJECT NO: ----.

Caribbean Development Bank. Grenville Pre-School Construction. Community Needs Assessment.

Caribbean Development Bank. Grenville Pre-School Construction. Sub-Project Profile Infrastructure.

Caribbean Development Bank. Victoria Pre School Construction. Sub-Project Profile Infrastructure.

Caribbean Development Bank. Victoria Pre School Construction. Community Needs Assessment.

Minutes Of Project Steering Committee – Bntf 5th And 6th Programme.

Minutes Of Project Steering Committee – Bntf 5th And 6th Programme (2011-01-27).

Minutes Of Project Steering Committee – Bntf 5th And 6th Programme (2011-06-29).

Minutes Of Project Steering Committee – Bntf 5th And 6th Programme (2011-07-18).

Minutes Of Project Steering Committee – Bntf 5th And 6th Programme (2011-12-19).

Ministry of Finance-Basic Needs Trust Fund (2011). Minutes of Meeting of the BNTF Guyana Maintenance Sub-Committee.

Basic Needs Trust Fund - 6 - Ga 20/Guy Programme. Financial Status On Bntf Sub-Projects.

Ministry Of Finance (2011). Revised PRAP. Letter To Denise Debique.

Caribbean Development Bank (2010). Annadale Bridge Rehabilitation. Sub-Project Profile Infrastructure.

Annadale Bridge (2011). BNTF Sub-Project Monitoring Report.

Caribbean Development Bank (2010). Annadale Bridge Rehabilitation. Community Needs Assessment.

Annadale Bridge (2011). Environmental Screening Checklist.

Caribbean Development Bank. Beterverwagting Nursery School Construction. Community Needs Assessment.

Caribbean Development Bank. Beterverwagting Nursery School Construction. Sub-Project Profile Infrastructure.

Beterverwagting Nursery School Construction (2011). BNTF Sub-Project Monitoring Report.

Beterverwagting Nursery School Construction (2011). Environmental Screening Checklist.

Beterverwagting Nursery School Construction . Guy BNTF 6 Sub-Project No. 5027.

Caribbean Development Bank. Diamond New Housing Scheme Nursery School Construction. Community Needs Assessment.

Caribbean Development Bank. Diamond New Housing Scheme Nursery School Construction. Sub-Project Profile Infrastructure.

Diamond New Housing Scheme Nursery School Construction (2010). Environmental Screening Checklist.

Diamond New Housing Scheme Nursery School Construction. Guy BNTF 6 Sub-Project No. 5028.

Diamond New Housing Scheme Nursery School Construction (2011). BNTF Sub-Project Monitoring Report.

Government Of Guyana-Basic Needs Trust Fund (2009). Poverty Reduction Action Plan.

Caribbean Development Bank. Ithaca Nursery School Construction. Community Needs Assessment.

Ithaca Nursery School Construction (2010). Environmental Screening Checklist.

Caribbean Development Bank. Ithaca Nursery School Construction. Sub-Project Profile Infrastructure.
Ithaca Nursery School Construction (2011). BNTF Sub-Project Monitoring Report.
Ithaca Nursery School Construction. Guy BNTF 6 Sub-Project No. 5028.
Caribbean Development Bank. Mibikuri to Lesbeholden Villages Water Supply System Upgrade.
Community Needs Assessment.
Caribbean Development Bank. Mibikuri to Lesbeholden Villages Water Supply System Upgrade. Sub-
Project Profile Infrastructure.
Mibikuri Water Supply (2009). Environmental Screening Checklist.
Mibikuri Water Supply (2010). BNTF Sub-Project Monitoring Report.
Mibikuri To Lesbeholden Villages Water Supply System Upgrade. Guy BNTF 6 Sub-Project No. 5006.
Mon Repos Bridge (2011). Environmental Screening Checklist.
Caribbean Development Bank. Mon Repos Bridge Rehabilitation. Community Needs Assessment.
Caribbean Development Bank. Mon Repos Bridge Rehabilitation. Sub-Project Profile Infrastructure.
Mon Repos Bridge Rehabilitation (2011). BNTF Sub-Project Monitoring Report.
Montrose Road (2010). BNTF Sub-Project Monitoring Report.
Caribbean Development Bank. Montrose Second Cross Street Upgrading. Community Needs Assessment.
Caribbean Development Bank. Montrose Second Cross Street Upgrading. Sub-Project Profile
Infrastructure.
Montrose Street. Environmental Screening Checklist.
Caribbean Development Bank (2010). New Housing Scheme Nursery School Construction. Sub-Project
Profile Infrastructure.
No 77 Nursery School (2011). BNTF Sub-Project Monitoring Report.
No 77 Village New Housing Scheme Nursery School (2010). Environmental Screening Checklist.
Caribbean Development Bank. No. 77 New Housing Scheme Nursery School Construction. Community
Needs Assessment.
Caribbean Development Bank (2010). No. 77 Village New Housing Scheme Nursery School Construction.
Sub-Project Profile Infrastructure.
No. 77 Village Nursery School. Guy BNTF 6 Sub-Project No. 5030.
Paramakatoi Primary School Construction (2010). Environmental Screening Checklist.
Caribbean Development Bank (2010). Paramakatoi Primary School Construction. Sub-Project Profile
Infrastructure.
Paramakatoi Primary School Construction. Guy BNTF 6 Sub-Project No. 5014.
Paramakatoi Primary School (2012). BNTF Sub-Project Monitoring Report.
Caribbean Development Bank. Paramakatoi Primary School Construction. Community Needs Assessment.
Success1stCross. Guy BNTF 6 Sub-Project No. 5008.
Success1stCrossStreet. Guy BNTF 6 Sub-Project No. 5018.
Success 1st Cross Street (2010). Environmental Screening Checklist.

Caribbean Development Bank (2010). Success 1st Cross Street Upgrading. Sub-Project Profile Infrastructure.

Success First Cross Street (2010). BNTF Sub-Project Monitoring Report.

Caribbean Development Bank. Success First Cross Street Upgrading. Community Needs Assessment.

Caribbean Development Bank (2010). Supply First Cross Street Upgrading. Sub-Project Profile Infrastructure.

Tuchen Nursery School Construction (2009). Environmental Screening Checklist.

Caribbean Development Bank. Tuschen New Housing Scheme Nursery School. Community Needs Assessment.

Caribbean Development Bank (2010). Tuschen Nursery School Construction. Sub-Project Profile Infrastructure.

Tuschen Nursery School. Guy BNTF 6 Sub-Project No. 5026.

Tuschen Nursery School (2011). BNTF Sub-Project Monitoring Report.

Caribbean Development Bank. Ulverston Community Streets Upgrading. Community Needs Assessment.

Caribbean Development Bank (2010). Ulverston Community Streets Upgrading. Sub-Project Profile Infrastructure.

Ulverston Community Streets. Guy BNTF 6 Sub-Project No. 5025.

Ulverston Community Streets (2010). Environmental Screening Checklist.

Ulverston Road (2011). BNTF Sub-Project Monitoring Report.

Jamaica Social Investment Fund (2011). Minutes Of The One Hundred And Forty-Fourth Meeting Of The Projects Committee Held On June 22, 2011 In The Board Room.

Jamaica Social Investment Fund (2011). Minutes Of The One Hundred And Forty-Fourth Meeting Of The Projects Committee Held On June 18, 2011 In The Board Room.

Jamaica Social Investment Fund (2011). Minutes Of The One Hundred And Forty-Fourth Meeting Of The Projects Committee Held On November 24, 2011 In The Board Room.

Jamaica Social Investment Fund (2011). Minutes Of The One Hundred And Forty-Fourth Meeting Of The Projects Committee Held On October 27, 2011 In The Board Room.

Jamaica Social Investment Fund (2011). Minutes Of The One Hundred And Forty-Fourth Meeting Of The Projects Committee Held On September 21, 2011 In The Board Room.

Brandon Hill to Bellair Road & Bridge Construction (2011). BNTF Sub-Project Monitoring Report.

Brandon Hill to Bellair Road & Bridge Construction (2011). CIP Sub-Project Monitoring Report.

Eric Malcolm. BNTF Sub-Project Monitoring Report.

Rocky Point Market. BNTF Sub-Project Monitoring Report.

Jamaica Social Investment Fund. Analysis of Procurement of Civil Works.

Caribbean Development Bank. Review Of Procurement Plan For Projects Funded By The Caribbean Development Fund.

Jamaica Social Investment Fund (2012). Action Vibes Youth Club Pig Rearing/Food Traceability Project PartII. Final Report.

Jamaica Social Investment Fund (2012). 3d Early Childhood Centre For Children With Disabilities Rehabilitation Remedial Works. Mid-Term Report.

Jamaica Social Investment Fund (2012). Thornton/Golden Valley Water Supply Completion. Appraisal Report.

Jamaica Social Investment Fund (2006). Operations manual.

Jamaica Social Investment Fund (2009). The Jamaica Social Investment Fund Poverty Reduction Action Plan for the Basic Needs Trust Fund Sixth Programme.

Jamaica Social Investment Fund (2009). Thornton Water Supply Booster Station and Storage Tank Cons. St. Thomas.

Thornton Water Supply (2011). CIP Sub-Project Monitoring Report. (July 2011)

Thornton Water Supply (2011). CIP Sub-Project Monitoring Report. (June 2011)

Thornton Water Supply (2011). CIP Sub-Project Monitoring Report. (August 2011)

Thornton Water Supply (2011). CIP Sub-Project Monitoring Report. (December 2011)

Thornton Water Supply (2011). CIP Sub-Project Monitoring Report. (September 2011)

Gros Islet Pre School (2011). BNTF Sub-Project Monitoring Report. (December 2011)

Gros Islet Pre School (2011). BNTF Sub-Project Monitoring Report. (October 2011)

Gros Islet Pre School (2011). BNTF Sub-Project Monitoring Report.

Gros Islet Preschool Construction. Community Needs Assessment.

Gros Islet Preschool Construction. Guy BNTF 6 Sub-Project No. -.

Gros Islet Preschool Construction (2012). Environmental Screening Checklist.

Honey Production and Marketing (2011). BNTF Sub-Project Monitoring Report.

Honey Production and Marketing (2011). BNTF Sub-Project Monitoring Report. (December 2011)

Caribbean Development Bank. Honey Production and Marketing. Sub-Project Profile Skills Training.

Honey Production and Marketing. Organization Needs Assessment.

Laborie Girls Primary. Results Matrix. Subproject Results Framework.

Laborie Girls Primary. GOSL BNTF 6 Sub-Project No: -. Laborie Girls' Primary School Rehabilitation.

Caribbean Development Bank. Laborie Girls Primary School Rehabilitation. Sub-Project Profile Infrastructure.

Laborie Girls' Primary School Rehabilitation (2009). BNTF Sub-Project Monitoring Report. (November 2011)

Laborie Girls' Primary School Rehabilitation. Organization Needs Assessment.

Laborie Girls' Primary School Rehabilitation (2009). BNTF Sub-Project Monitoring Report.

Laborie Girls' Primary School Rehabilitation (2009). Environmental Screening Checklist.

SSDF Conference Room (2009). 2nd Project Steering Committee Meeting. Minutes Of Meeting.

SSDF Conference Room (2009). 1st Project Steering Committee of the board of the SSDF. Minutes Of Meeting.

Morne Ciseaux Water Upgrade. Community Needs Assessment.

Caribbean Development Bank (2009). Morne Cisseaux Water Upgrade. Sub-Project Profile Infrastructure. Morne Cisseaux Water Installation. Environmental Screening Checklist.

Morne Cisseaux Water Upgrade. GOSL BNTF 6 Sub-Project No: -. Morne Cisseaux Water Upgrade.

Caribbean Development Bank-Government Of Saint Lucia (2009). Poverty Reduction Action Plan For Basic Needs Trust Fund Programme 6: 'From Geographies Of Poverty To Geographies Of Possibilities' Port Elizabeth Clinic Construction. BNTF Sub-Project Monitoring Report.

Caribbean Development Bank. Port Elizabeth Clinic Construction. Sub-Project Profile Infrastructure. Port Elizabeth Clinic MIS Elements.

Port Elizabeth Clinic Results Framework.

Port Elizabeth Clinic. SVG BNTF 6 Sub-Project No: 002. Port Elizabeth Clinic Construction, Bequia. Spring Village Primary School Renovation. BNTF Sub-Project Monitoring Report.

Caribbean Development Bank. Spring Village Primary School Renovation. Sub-Project Profile Infrastructure.

Spring Village School. SVG BNTF 6 Sub-Project No: 002. Spring Village Primary School Renovation.

Spring Village Primary School Renovation MIS Elements.

Spring Village School Results Framework.

Basic Needs Trust Fund-Government Of St. Vincent And The Grenadines (2010). Poverty Reduction Action Plan.

Wallilabou Village Road Construction MIS Elements.

Wallilabou Village Road. Community Needs Assessment.

Wallilabou Road. St. Vincent And The Grenadines BNTF6 Sub-Project No. 083. Wallilabou Village Road Construction, South Leeward.

Wallilabou Village Road Construction (2010). Minutes of B.N.T.F. Project Steering Committee. (11 November 2010).

Caribbean Development Bank (2010). Wallilabou Village Road Construction. Sub-Project Profile Infrastructure.

Middle Caicos Clinic. Economic and Social Profile.

Caribbean Development Bank (2005). Middle Caicos Health Clinic Upgrade and Extension. Sub-Project Profile Infrastructure.

Middle Caicos Health Clinic Upgrade and Extension. Turks And Caicos Island. BNTF6 Sub-Project No. 001. Middle Caicos Health Clinic Upgrade & Extension, Middle Caicos.

Basic Needs Trust Fund-Government Of Turks And Caicos Islands. Draft Poverty Reduction Action Plan.

Basic Needs Trust Fund (2004). BNTF 5 Annual Report: April 1, 2003 to June 30, 2004.

Basic Needs Trust Fund (2005). BNTF 5 Annual Report: July 1 to December 31, 2004.

Basic Needs Trust Fund (2006). BNTF 5 Annual Report for 2005.

Basic Needs Trust Fund (2007). BNTF 5 Annual Report for 2006.

Basic Needs Trust Fund (2008). BNTF 5 Annual Report for 2007.

Basic Needs Trust Fund (2010). BNTF 5 Annual Report for 2008.

Basic Needs Trust Fund (2010). BNTF 5 Annual Report for 2009.

Caribbean Development Bank (2008). Two Hundred And Thirty-Second Meeting Of The Board Of Directors To Be Held In Barbados.

BNTF5_6. Status 1 Reports On Grant Funds.

BNTF5_6 (2012). Data To Inform Mid-Term Evaluation For BNTF 6.

BNTF6 Cumulative Approvals.

Caribbean Development Bank (2011). Two Hundred And Forty-Ninth Meeting Of The Board Of Directors To Be Held In Barbados.

BNTF Documents Updated List Jan31, 2012.

Appendix V Interview Protocols

Mid-Term Evaluation of BNTF 6

Interview Protocol

1. Introduction

Universal Management Group has been mandated by the Caribbean Development Bank (CDB) to conduct the mid-term evaluation of the BNTF 6. The broad objectives of the MTE are to: i) assess progress on the implementation of BNTF 6; ii) identify lessons learned in the implementation; and iii) provide recommendations aimed at increasing the effectiveness, efficiency and results, as reported by the BNTF 6 results framework to the end of the Programme cycle.

The interview shall last approximately 45 minutes and will help us better understand the development and implementation of the BNTF 6.

Please note that some of these questions may cover topics that you are not familiar with. In such instances we will go over them quickly during the interview.

2. Ongoing relevance of BNTF6

- For Borrowing Member Countries
- For CDB
- For donor agencies

3. How much progress has been made by BNTF 6 in achieving its objectives?

- The BNTF 6 objectives are: i) to expand and conserve the stock of basic infrastructure, to enable access to a wide range of basic public services; ii) to improve the human resources has through skills development and social readjustment; iii) to promote and strengthen community organizations and their capacity for initiating and managing change.
- In your opinion what factors (positive and negative) have affected the achievement of objectives?

4. How much progress has been made in implementing the BNTF 6 overall strategy?

- The key elements of the BNTF 6 strategy include:
 - To support targeted capacity building at the regional and country level
 - To implement BNTF Programme strategies and strengthen results based management
 - To strengthen partnerships to improve programme delivery and to strengthen development impact
 - In your opinion what factors (positive and negative) have affected the achievement of objectives?
- In your opinion what factors (positive and negative) have affected the implementation of BNTF strategy?

5. To what extent is the current design of BNTF 6 adequate to support its objectives?

The main changes in the Programme design from BNTF 5 to BNTF 6, as stated in the most recent report on the status of BNTF 6 implementation, include:

- Strengthened targeting through the PRAPs
- Promotion of community participation and networking
- Increased authority and accountability of beneficiary countries
- Promotion of more holistic and integrated approaches to sub-project design
- Human resource development
- Enhancement of the Management Information System (MIS)
- Facilitation of knowledge sharing and communities of practice, and
- More efficient standards of operations and the promotion of maintenance and sustainability

6. To what extent have the measures introduced under BNTF 6 increased the efficiency in the use of BNTF resources?

Measures enacted to improve efficiency in implementation, as stated in the most recent report on the status of BNTF 6 implementation, include:

- Revision of Programme documents
- Development of tools and templates in new areas of Programme compliance
- Revision of PRAPs
- Creation of a results-monitoring framework for the Programme and a gender monitoring system
- Revision of Operations Manual (OM) in the areas of 1) principles of management for development results, 2) an expanded focus on monitoring and evaluation, 3) enhanced, user-friendly tools and methods, and 4) guidelines to new areas of programming – the integrated community sub-project, community contribution, performance management and the performance audit

7. To what extent are the existing policies, procedures, and systems in place for administration, operation and monitoring of BNTF 6 supporting the successful implementation of BNTF at the programme and project levels?

Policies, procedures, and systems that have undergone some changes from BNTF 5 to BNTF 6 include:

- Monitoring, evaluation, and reporting at the sub-project, Project and Programme levels
- Maintenance of sub-projects after completion
- No-objection/approval procedures and processes of sub-projects
- Human resources (additional staff in the BNTFOs and CDB)
- MIS
- Annual performance audit at the Project level

- 8. What would you recommend to improve BNTF 6 in the aforementioned areas of design, efficiency, administration, and programme performance?**
- 9. What are the lessons learned that can be drawn in terms of Programme design, implementation, monitoring and evaluation, if any?**

Thank you