

CARIBBEAN DEVELOPMENT BANK



SPECIAL DEVELOPMENT FUND (UNIFIED)

**REVIEW OF THE CARIBBEAN DEVELOPMENT BANK
TECHNICAL ASSISTANCE POLICY AND STRATEGY**

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The Caribbean Development Bank's Technical Assistance Policy and Strategy

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Executive Summary

The provision of Technical Assistance (TA) is a core function of the Caribbean Development Bank (CDB) in carrying out its purpose which is to “contribute to the harmonious economic growth and development of the member countries in the Caribbean...and to promote economic co-operation and integration among them.”¹. Yet, the financing and the management of TA has changed significantly over the past 40 years and past evaluations of CDB’s TA portfolio as well as feedback received in 2010 from CDB’s internal and external stakeholders have consistently highlighted weaknesses in terms of the strategic relevance and programmatic coherence of the TA portfolio. A revised CDB TA Policy and Strategy were developed and are presented to CDB’s Board for approval.

CDB TA Policy

The TA Policy seeks to enhance the development effectiveness of the Bank’s core TA Programme and has four objectives: (i) to align the TA Programme to CDB’s strategic objectives, poverty reduction strategy, GEPOS, SDF and OCR commitments; (ii) to strengthen the operational focus for TA programming, monitoring, reporting and control; (iii) to reinforce the application of best practice at each stage of the TA programme/ project management cycle; and, (iv) to inculcate adherence to the principles of development effectiveness in the management of TA interventions within CDB and its BMCs.

To support the effective implementation of the TA Policy, CDB must commit to: (i) develop a TA operational framework to provide greater strategic focus and enhance overall TA programme management; (ii) strengthen the synergies between TA operations and the Bank’s investment lending; (iii) assess TA performance and results through application of the PPES, or some other evaluation criteria, to the entire TA programme/project management cycle; (iv) improve the management of TA information; (v) focus attention and resources for TA Quality-at-Entry; (vi) strengthen and resource TA supervision and monitoring; (vii) formalize and resource end-of-project assessment of results, key issues and lessons learned; (viii) create a TA Focal Point for dedicated handling of TAs; (ix) strengthen Bank and in-country capacity to design and execute TAs in accordance with its the principles of Development Effectiveness; and, (x) develop and implement a simplified process for small-scale TAs.

CDB TA Strategy

The CDB TA Strategy includes 13 components articulated around four main strategic pillars, which are directly linked to and broadly categorize the Bank’s Core Commitments for implementing the TA Operations Policy. The strategic pillars and related components are:

- **Pillar 1: Strengthening Strategic and Organisational Focus on TAs:** (i) Establishment of a TA Focal Point as a Technical Cooperation Division (TCD) of the Projects Department, and (ii) Reviewing the process for TA selection and priority ranking.
- **Pillar 2: Improving TA Performance:** (i) Strengthening Quality of TA Design (Quality at Entry); (ii) Strengthening Quality of TA Supervision and Reporting; (iii) Strengthening TA Monitoring to Support Quality of Results; (iv) Enhancing Portfolio Performance Criteria; (v) Strengthening TA Evaluation; and (vi) Improving Management of TA Information.

¹ *An Evaluation Study of the Technical Assistance Operations of the Caribbean Development Bank 2000 to 2004. Final Report*, March 2007, International Development Management Advisory Group, Inc in association with Rideau Strategy Consultants Ltd. Executive Summary, page 29.

- **Pillar 3: Improving TA Operational Efficiency:** (i) Implementing Distinct Processes for Handling TA Grants of Different Sizes; (ii) Revising TA Application Procedures and Formats; (iii) Upgrading the Project Management Information System (Project MIS); and (iv) Revisiting Approval Limits and Signing Authority.
- **Pillar 4: Building Capacity in TA Management:** (i) Enhancing TA management training for staff and (ii) Providing training in TA management for BMCs.

The full implementation of the CDB TA Strategy is expected to take 24 – 30 months from the date of Board approval of the TA Operational Policy and Strategy and is expected to be mostly financed from within the Bank’s operating budget for Financial Years (FY) 2012 through 2014.

Responsibility for monitoring and reporting on the implementation and effectiveness of the TA Operational Strategy will be shared among the TCD, the Coordinator for Quality Assurance and Monitoring,² GEA³ and the Corporate Planning Division (CPD).

To support the implementation of CDB’s Technical Assistance (TA) Strategy, CDB should:

- Adopt and disseminate the TA Policy and Strategy to CDB’s internal stakeholders (Board, management and staff) and develop a results framework to clearly define the expected outcomes from the TA Policy and Strategy.
- Disseminate the TA Policy, inclusive of the Bank’s core commitments, to external stakeholders.
- Implement Performance Criteria for TA Interventions and related checklists developed by the Evaluation and Oversight Division (EOV), GEA, and the reporting templates.⁴
- Develop a schedule of staff training in areas directly related to effective TA management including, for example, the TA Manual, TA design, supervision, monitoring, stakeholder assessments, institutional analysis/capacity assessments, gender analysis, design modification and performance (results) management in addition to training in CDB’s project cycle management processes and procedures for TA. Incorporate training in TA management within the Bank’s orientation programme for new Operations Department staff.
- Recruit and/or designate in-house specialists with training and/or experience in areas that directly support effective TA management.
- Convene inter-departmental (inter-specialist) teams to conduct periodic reviews of large TAs under implementation and allocate budgetary resources for annual supervision visits for ‘at risk’ TAs over the events-related TA threshold of USD40,000.
- Develop an Operations Department User Group of 4 – 5 staff members to support the development and deployment of the TA module in the revised Project MIS.

To ensure independence in the monitoring and evaluation of TAs, and remove the probable conflict of interest in having TCD involved in project appraisal, supervision and monitoring of all TA projects, monitoring of and reporting on the TA portfolio shall be the responsibility of the Coordinator for Quality Assurance and Monitoring in the office of the Vice-President (Operations). TCD staff shall be involved in the appraisal and supervision of their own TA projects.

² The post of Coordinator for Quality Assurance and Monitoring is to be located in the office of the Vice-President (Operations).

³ The post of GEA (Gender Equality Advisor) is to be located in the office of the Vice-President (Operations)

⁴ The design of the performance rating system is to be finalised between the Operations Area and EOV.

A c r o n y m s

BMC	Borrowing Member Country
BNTF	Basic Needs Trust Fund
CDB	Caribbean Development Bank
CPD	Corporate Planning Division
EOV	Evaluation and Oversight Division
GEA	Gender Equality Advisor
GEPOS	Gender Equality Policy and Operational Strategy
GS	Gender Specialist
MIS	Management Information System
OCR	Ordinary Capital Resources
OECS	Organization of Eastern Caribbean States
PCR	Project Completion Report
PMR	Project Monitoring Report
PRSD	Project Services Division
RCI	Regional Cooperation and Integration
RPGs	Regional Public Policy Goods
SA	Social Analyst
SDF	Special Development Fund
SMG	Senior Management Group
TA	Technical Assistance
TAM	TA Operations Manual
TCD	Technical Cooperation Division (Projects Department)
TPGs	Transnational Public Goods
UMG	Universalialia Management Group
USD	United States Dollar
USAID	United States Agency for International Development
USDF	Unified Special Development Fund
VPO	Vice-President Operations

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1. Introduction

1.1 The Role of Technical Assistance

The provision of Technical Assistance (TA) is a core function of the Caribbean Development Bank (CDB) in carrying out its purpose which is to “contribute to the harmonious economic growth and development of the member countries in the Caribbean...and to promote economic co-operation and integration among them.”⁵ CDB’s charter makes specific reference to using TAs for pre-investment surveys and for assisting in the identification and preparation of project proposals. Traditionally, a distinction between investment-related and non-investment related TA has characterized the Bank’s TA operations, while new categories of TA interventions have emerged in more recent years which are consistent with the Bank’s evolving policy in areas related to economic management, poverty reduction, environment, good governance, gender, regional/sub-regional integration and enhanced operational effectiveness of the CDB itself.⁶

1.2 Financing and Management of CDB’s TA Operations

The financing of TA has changed significantly since the Bank first commenced operations in 1970⁷. Initially, funding for project preparation and other TA was provided by earmarked contributions from donors, on differing terms and conditions, until the eventual establishment of a unified Technical Assistance Fund in 1978, funded by contributions from United States Agency for International Development (USAID), the United Kingdom, Canada, Venezuela, Trinidad and Tobago and the CDB. However, since 1986 resources for CDB’s TA operations have been primarily funded out of the Bank’s Unified Special Development Fund (USDF).⁸ In the period January 1, 2006 to December 31, 2010, SDF resources provided 84.9% of the financing for all approved TA interventions⁹. The Bank’s SDF Contributors have continued to stress the use of the Bank’s TA operations in the implementation of major cross-cutting themes of gender equality, capacity development and good governance.¹⁰ Contributors also stressed the importance of the continued strengthening of CDB’s own capacity to undertake the approved level of operations in an effective and timely manner, including a continuation of the necessary measures of institutional reform.¹¹ It is anticipated that most of CDB’s internal capacity building will be financed through TA.

⁵ An Evaluation Study of the Technical Assistance Operations of the Caribbean Development Bank 2000 to 2004. Final Report, March 2007, International Development Management Advisory Group, Inc in association with Rideau Strategy Consultants Ltd. Executive Summary page 29.

⁶ An Evaluation Study of the Technical Assistance Operations of the Caribbean Development Bank 2000 to 2004. Final Report, March 2007, International Development Management Advisory Group, Inc in association with Rideau Strategy Consultants Ltd. Executive Summary page 31- 32..

⁷ An Evaluation Study of the Technical Assistance Operations of the Caribbean Development Bank 2000 to 2004. Final Report, March 2007, International Development Management Advisory Group, Inc in association with Rideau Strategy Consultants Ltd. Executive Summary page iv.

⁸ An Evaluation Study of the Technical Assistance Operations of the Caribbean Development Bank 2000 to 2004. Final Report, March 2007, International Development Management Advisory Group, Inc in association with Rideau Strategy Consultants Ltd. Executive Summary page 30.

⁹ For the period January 1, 2006 to December 31, 2010, Unified SDF resources also funded 84.9% of Grants/TAs approved by CDB.

¹⁰ Replenishment of the Resources of the Special Development Fund (SDF 7). Resolution and Report of Contributors on SDF 7. February 2009, page 3.

¹¹ Ibid.

The management of CDB's TA operations has also changed over time. The Technical Assistance Unit established in the Bank Secretary's department to administer the TA was eventually transformed into the Technical Cooperation Unit, before being eventually dissolved with the reorganisation of the Projects Department in 2002. A subsequent re-organisation of the Projects Department maintained the overall decentralisation of TA preparation, supervision and monitoring to individual departments/divisions and specialists within the Bank, but provided for the management of TA interventions related to cross-cutting thematic areas of gender, environment and disaster risk management, capacity development, institutional development, climate change and good governance under the ambit of a fourth division in the Projects Department, the Project Services Division (PRSD). As at the time of this Final Report, PRSD has been disbanded and all TAs of a cross-cutting nature or those related to Regional Cooperation and Integration now fall under the ambit of a newly formed Technical Cooperation Division.

1.3 Challenges Affecting CDB's TA Programme

The changes in TA financing and management reflects, in part, the experience garnered by both CDB and the wider development community over the past 40 years. TA interventions throughout the Caribbean region have served various purposes and been characterised by multiple or even conflicting objectives among donor agencies such as the Caribbean Development Bank (CDB) and beneficiary governments and institutions in its Borrowing Member Countries (BMCs). Donor agencies have used TA for scrutiny and control, short-term boosting of public institutional performance, long term capacity development, supporting national interests as well as promoting commercial objectives, programme design or monitoring and supervision, among other reasons.¹² BMCs, on the other hand, have viewed TA as an instrument for, *inter alia*, gap filling, for budgetary support, for capacity development, for gaining access to operating costs and equipment, and for mollifying impatient donors.¹³

Past evaluations of CDB's TA portfolio¹⁴ highlighted the fact that few of the Bank's TA interventions seemed able to overcome systemic weaknesses or non-developmental objectives, a finding consistent with the experience of the wider donor community.¹⁵ Neither donors nor beneficiaries were able to properly assess broader contextual issues that influenced the implementation of TAs (such as political, institutional, gender mainstreaming/gender management systems and cultural constraints) or to adequately assess the expected impact of TA interventions on institutional capacity at the national and sector levels. Other issues identified included a narrow focus on short-term gap filling with limited integration into larger projects, country strategies, sector programmes and the efforts of other donors, limited supervision by the Bank and limited capacity to properly assess and map capacity requirements at the national and institutional levels.

The most recent evaluation, which covered the period 2000 to 2004, clearly highlighted existing weaknesses in terms of the strategic relevance and programmatic coherence of the TA portfolio, overall coordination of the TA portfolio, management of TA performance, TA supervision and reporting, monitoring and evaluation of TA interventions, management of TA information and the skills-mix to support effective management of the Bank's TA operations. The evaluation's Final Report of March 2007 (the Evaluation Report) identifies 15 critical success factors for an effective TA operation, recommends specific actions by the Bank to address the weaknesses itemized above and provides key lessons learnt to

¹² An Evaluation Study of the Technical Assistance Operations of the Caribbean Development Bank 2000 to 2004. Final Report, March 2007, International Development Management Advisory Group, Inc in association with Rideau Strategy Consultants Ltd. Executive Summary page 16.

¹³ Ibid.

¹⁴ There have been 5 evaluations of the CDB's TA operations to date completed in 1981, 1984, 1994, 2000 and 2007.

¹⁵ Ibid.

inform the implementation of the recommendations. The Evaluation Report's 10 main recommendations are presented in Appendix I.

Many of the findings and recommendations of the previous evaluations remain relevant today and are consistent with feedback received in 2010 from CDB's internal and external stakeholders including management and staff, project personnel attached to a sample of CDB-financed projects and donor partners with operations in the Caribbean. These stakeholders indicated that, while CDB's TA is perceived as a very useful program to complement the Bank's programmes and services, several shortcomings highlighted in the Evaluation Report had not yet been addressed. Stakeholders felt that TA was not managed in a strategic way in that there were no clearly articulated objectives, strategy, result- framework and priority areas and that CDB's TA programme needed to be better anchored within the countries' priorities and the Bank's results frameworks (SDF objectives, CDB's strategic objectives and corporate priorities and the Caribbean Millennium Development Goals)¹⁶.

CDB's stakeholders indicated that the existing decentralized structure for TA management was not considered optimal. In the absence of systematic and continuous staff training, the quality of TA preparation, appraisal documents, supervision and monitoring tended to vary. However, views on the most appropriate organizational structure for the TA programme were mixed, though most respondents favoured PRSD as an appropriate location for the TA programme. Likewise, views also diverged on the roles and responsibilities of a proposed TA Focal Point, as recommended by the Evaluation Report, ranging from a basic clearinghouse function to a more formalized responsibility for developing and writing all TAs. There was also a strong perception among stakeholders that several internal bottlenecks, of mainly a process and procedural nature, prevented the Bank from efficiently managing its TA programme.

1.4 CDB's TA Strategy

CDB's TA Strategy is based upon the findings and recommendations of the Evaluation Report and the previous evaluations conducted of CDB's TA operations, the feedback from internal and external CDB stakeholders as well as approaches used by other Development Agencies in the management of TAs. These inputs are all reflected in CDB's TA Policy and related organisational commitments to which the TA Strategy is tied. The TA Strategy document itself represents the implementation of the Evaluation Report's first recommendation related to the development of a TA Operational Framework of Strategy to provide greater strategic focus for TA operations.

In addition to the inputs listed above, CDB's TA Strategy also addresses key process and procedural issues, which impact upon the efficiency and effectiveness of the Bank's TA operations. Such process issues include the need to better anchor the identification of new TA interventions within the development of the Country Strategy Papers (CSPs) at the national and sector levels and to strengthen the linkages between proposed TA and other planned interventions generated by the CSP process. The emphasis on maintaining consistency between the interventions developed out of the CSPs and CDB's SDF commitments, strategic objectives and corporate priorities is already inculcated within the Bank, thus the connection to the Bank's Management for Development Results (MfDR) framework is already in place at the project/programme level. The TA Strategy also addresses procedural issues related to the categorization and approval of TA interventions, which would address the internal bottlenecks currently being experienced in the Bank's appraisal process.

¹⁶ Consulting Services to Review the CDB Technical Assistance Programme Inception Mission/Workplan – Revised and Final. Universalialia Management Group. June 2010. Page 2.

Several initiatives aimed at enhancing the results-orientation of CDB's operations are currently underway, many of which were initiated after the last evaluation. Such initiatives include the application of GE policy to all Bank lending and activities, the engagement of a Quality Assurance Consultant to strengthen the results-focus of CDB's programme/project appraisal and supervision processes, the refinement of the indicators at Level 1 and 2 of the SDF 7 Results Monitoring Framework and capacity building in Management for Development Results within the Basic Needs Trust Fund and other arms of CDB's operations¹⁷. This TA Strategy document seeks to ensure consistency with these initiatives in outlining the way forward for CDB's core TA programme.^{18, 19}

¹⁷ In extending MfDR to its TA portfolio, the Bank is committed to the application to its TA of relevant standards for quality at entry, quality of supervision, and quality of results.

¹⁸ The core TA programme excludes those TA interventions which have separate financing arrangements such as the BNTEF, the Caribbean Technological Consultancy Services (CTCS), the Caribbean Aid For Trade and Regional Integration Fund (CARTFund).

¹⁹ The TA Strategy has also been informed by an updated review of the main characteristics of CDB's TA portfolio over the 5 year period 2006 to 2010 aimed at pinpointing newer trends or issues since the last evaluation.

2. CDB Technical Assistance Policy

CDB's Technical Assistance (TA) Strategy is directly informed by its TA Policy, which addresses the issues raised by the previous TA programme evaluations and the concerns expressed by the Bank's stakeholders about the effectiveness and efficiency of CDB's TA Operations. The TA Operations Policy is as follows.

2.1 Rationale

The provision of Technical Assistance (TA) is one of the principal functions of the Caribbean Development Bank (CDB) under its Charter and an important complement to its investment lending and broader advisory roles.

TA operations are designed to assist its Borrowing Member Countries (BMCs) in accelerating their economic development through planning, programme development and implementation and institutional support at the level of individual projects and in national economic management. The Bank also makes use of TA resources to strengthen its own internal operations and to support important interventions which are regional in scope.

While TAs are funded through both Special Development Funds (SDF) and Ordinary Capital Resources (OCR), the preponderance of TA interventions is provided to BMCs at concessionary rates associated with SDF financing. TA operations can therefore have a high payoff for both BMCs and CDB in terms of their development agendas and national/strategic priorities. They can also provide support for the Bank's investment-related project operations.

CDB recognizes the importance of ensuring that its highly diverse TA operations maintain strategic focus, programme coherence and a strong results-orientation, especially, but not exclusively, for very small regional TAs. CDB also recognizes that the success of its TA interventions is inextricably linked to the quality of its entire TA programme/project management cycle and to the strength of its TA design, supervision, monitoring and evaluation systems.

The Bank is aware of the capacity building in TA design and execution required at the BMC level to enhance the effectiveness of TA projects funded in support of a country's development objectives. CDB also acknowledges the complementarity between its focus on strengthening regional programming and governance/institutional systems and its designation of an internal focal point for critical TA functions, including strategy development, monitoring of portfolio performance and assessment of projects at risk. Therefore, the Bank is committed to focusing resources on strengthening the structure, programming and execution of its TA operations to enhance its overall development impact in the region

2.2 Goal

This TA Policy seeks to enhance the development effectiveness of the Bank's core TA Programme, by clearly presenting the objectives and core commitments of CDB's TA operations.

2.3 Objectives

Objectives of the TA Policy are:

- To align the TA Programme to CDB's strategic objectives, poverty reduction strategy, gender equality policy and operational strategy, SDF and OCR commitments
- To strengthen the operational focus for TA programming, monitoring, reporting and control
- To reinforce the application of "best practice" at each stage of the TA programme/project management cycle
- To inculcate adherence to the principles of Development Effectiveness and Management for Development Results (MfDR) in the management of TA interventions within CDB and its BMCs.

2.4 Core Commitments

To fulfill the goal and objectives of the TA Policy, CDB commits to:

- Developing a TA operational framework to provide greater strategic focus and enhance overall TA programme management
- Strengthening the synergies between TA operations and the Bank's investment lending.
- Developing synergies between TA operations and the Bank's GEPOS
- Assessing TA performance and results through application of the PPES, models adopted by the Bank for assessing GE results, or some other evaluation criteria, to the entire TA programme/project management cycle
- Improving the management of TA information
- Focused attention and resources for TA Quality-at-Entry
- Strengthening and resourcing TA supervision and monitoring
- Formalized and resourced end-of-project performance assessment, key issues and lessons learned
- Establishment of a TA Focal Point for dedicated handling of TAs as well as the regional programming and central governance work that rely heavily on TA to achieve objectives
- Strengthening Bank and in-country capacity to design and execute TAs in accordance with the principles of Ownership, Alignment, Harmonization, Management for Development Results and Mutual Accountability
- A simplified process for small events-related TAs.

3. CDB Technical Assistance Strategy

3.1 Strategic Pillars

CDB's TA Strategy will be based upon the following 4 main strategic pillars which are directly linked to and broadly categorize the Bank's Core Commitments for implementing the TA Policy:

- Pillar 1: Strengthening Strategic and Organisational Focus on TAs
- Pillar 2: Improving TA Performance
- Pillar 3: Improving TA Operational Efficiency
- Pillar 4: Building Capacity in TA Management

3.2 TA Strategy Components

The four main pillars of CDB's TA Strategy consist of 13 specific components.

Pillar 1: Strengthening Strategic and Organizational Focus of TAs

1. Establishment of a TA Focal Point

Effective coordinated oversight, supervision and monitoring is required to ensure that TA is in alignment with the Bank's strategic objectives, to achieve the anticipated outcomes and contribute to development impacts. This should be achieved through the establishment of a TA Focal Point as a Technical Cooperation Division (TCD) of the Projects Department, in keeping with the findings and recommendations of the March 2007 Evaluation Report.²⁰ This TA Focal Point should perform a screening function, which involves assessing TA requests based on specific criteria (such as the link to the Country Strategy, consistency with CDB's Strategic Objectives/Corporate Priorities, consistency with national development objectives of CDB Borrowing Member Countries, etc.).

The organizational arrangement for the TCD would, therefore, be as follows:

- **Staffing:** The TCD should initially consist of one dedicated senior staff member, the Division Chief (DC), supported by professional and administrative support staff, who may be augmented by short-term consultants when necessary.²¹

²⁰ The March 2007 Evaluation Report cited the need for the TA Focal Point to ensure the dedicated coordination of 5 key organizational roles for TA Operations viz. (i) development and coordination of the Bank's overall TA Strategy, (ii) provision of in-house expertise in the areas of institutional strengthening/capacity development and good governance, (iii) management of CDB's TA for regional programmes and other appropriate regional institutional projects and those related to support for Regional Public Goods, (iv) coordination of TA related to Policy-Based Loans, and (v) management of a TA Small Grants Fund for small-budget projects (up to USD20,000) that have development merit. In *An Operational Strategy for Supporting Regional Cooperation and Integration* (SDF 7 Theme 3), Document SDF 7/4-NM-4, September 2008, the Bank suggested that an RCI Focal Point be established, directly under the President or Vice President (Operations) "... to develop and manage the RCI [Regional Cooperation and Integration] programme and to ensure that its assigned mandate was successfully executed....It would be composed of a RCI Coordinator (at a senior level), two Economists, and one general service staff member."

²¹ The TA Focal Point will also be supported by a fully-functional Management Information System which would facilitate the inputting of TA project cycle data and the generation of TA Project Monitoring Reports (PMRs) and Project Completion Reports (PCRs).

- **Primary Role:** The TA Focal Point will be responsible for
 - preparing the annual TA Work Programme to be considered and approved by Senior Management;
 - reviewing, providing feedback and making recommendations on proposals for Events-Related TAs prior to their submission for approval;
 - reviewing, providing feedback and making recommendations for proposals for non Events-Related TAs up to USD150,000 prior to their submission for approval;
 - reviewing TA interventions tied to Country Strategy Papers (CSPs) and PBLs and those related to institutional strengthening/capacity building, gender mainstreaming and good governance.
- **Results Cascade:** The TCD will support the further strengthening of MfDR at the Bank, based on the following results cascade:
 - SO 001 – Promoting broad-based economic growth and inclusive social development (CP: Support Private Sector development);
 - SO 003 - Promoting Good Governance (CP: Support Capacity Development and strengthen Economic management);
 - SO 004- Fostering Regional Cooperation and Integration (CP: Strengthen the capacity of Regional Institutions (CP: Support the provision of regional Public Goods); and
 - SO 005- Enhancing Organisational Efficiency and Effectiveness (CP: Strengthen human resource capability and improve management practices).

2. Organisational Placement: As stated above, the TCD, as TA Focal Point, will be under the Projects Department (PD). Monitoring of and reporting on the TA portfolio should be the responsibility of the Coordinator for Quality Assurance and Monitoring in the office of the Vice-President (Operations). This would ensure independence in the monitoring and evaluation of TAs, and would remove the probable conflict of interest in having the TA Focal Point involved in project appraisal, supervision and monitoring of all TA projects. However, TCD staff would be involved in the appraisal and supervision of their own TA projects.

3. Reviewing the TA selection process and priority ranking

- **Investment-related TA:** The Bank shall assign priority to investment-related TA originating during the process of preparation/ appraisal of investment projects which are under consideration by the Bank and to which they are tied. Investment-related interventions (projects and TAs) would be generated out of the CSP process, among others.
- **Emergency-related TA:** TA proposals for addressing emergencies in BMCs receive priority over other TA requests. **Other TA:** After investment-related and emergency-related TA, priority should be given to other country and sector level TA proposals **generated out of approved CSPs and to regional TA proposals** following the strategic priorities (regional public policy goods (RPGs), transnational public goods (TPGs), and national/sub-regional (OECS) public goods linked to RPGs/TPGs) included in an approved operational RCI programme.

Pillar 2: Improving TA Performance

1. Strengthening Quality of TA Design (Quality at Entry)

TA standards shall include:

- clear rationale for the TA and the value-added of its linkage to support a specific sector or programme/project;
- rigorous and systematic organisational assessment in the case of capacity-development (governance, gender, crime and violence, climate change ?? TAs;
- stakeholder analysis in TAs that include project preparation surveys, workshops, and design studies for which stakeholder consultations are important;
- a results framework for monitoring and evaluation that provides indicators for gender issue analysis integrated throughout. The framework will have clear provisions for data gathering systems, including sex disaggregated - baseline data if required, and appropriate specification of outputs and expected outcomes; and,
- an implementation plan, including appropriate timing and sequencing of activities.

An appropriate checklist and rating system for TA quality at entry, with distinctions for size and type of TA, shall be developed and implemented. This checklist will be included within the revised TA Operations Manual (TAM), which will be updated to reflect consistency with CDB's TA strategy.

2. Strengthening Quality of TA Supervision and Reporting

- Upon entry, the originating unit shall designate a Bank officer to be responsible for the TA throughout the project cycle, from entry through to project completion. This responsibility includes oversight of fiduciary, risk, and development aspects, as well as implementation of the relevant quality standards and reporting requirements, supported by Bank units as warranted;
- The originating division in partnership with an OO (SA/GS) will also be responsible for the ongoing supervision and monitoring of their TA projects during implementation. For each grant TA, the Bank specialist designated by the originating unit to be responsible for supervising the entire project cycle, shall ensure the timely filing of Project Monitoring Reports (PMRs) consistent with a new PMR template to be included in the revised TAM; and,
- A TA Project Completion Report (PCR) will be developed and a PCR will be prepared upon completion of the TA by the designated Bank Specialist responsible for the TA in conjunction with the OO (GS).

3. Strengthening TA Monitoring to Support Quality of Results

- The principal objective of systematic monitoring of TAs is to ensure achievement of desired results, at output and outcome levels. It is recognized that there may be difficulty in specifying desired outcomes for some types of TAs (e.g., TAs in support of pre-investment activities; events-related regional TAs to support meetings and seminars; etc.) and pertinent allowances will be made in those cases;
- The standards shall be made available to all Bank staff;

- The Coordinator for Quality Assurance and Monitoring will be responsible for overall tracking of TA progress across units and for compiling semi-annual status reports on the TA portfolio to Senior Management, including an assessment of TAs ‘at risk’. The TCD will also prepare an annual report to the Board on the status of the TA portfolio, based mainly on PMRs and PCRs; and,
- Provision will be made for the modification of TA design to enhance the achievement of expected outcomes, once a sufficient case for such modification is made by the supervising officer /team by the middle of the project implementation period²².

4. Enhancing Portfolio Performance Criteria

- The Working Group on Evaluation Criteria and Ratings for Public Sector Evaluation of the MDB-ECG has not recommended a rating system or performance criteria specifically for TA operations. Nevertheless, TA performance criteria should also reflect the good practices cited by the Working Group, namely, *Relevance*, *Efficacy*, *Efficiency* and *Sustainability* (see Appendix II for EOVS Performance Criteria for TA Interventions).
- In accordance with best practices, TAs will be assessed according to the following core performance evaluation criteria: *Relevance*, *Achievement of Objectives* (an efficacy measure), *Delivery of Inputs and Conduct of Activities* and *Quality of Outputs and Outcomes* (an efficiency measure). Where appropriate, *Sustainability* should be assessed within the *Efficiency* (quality of outputs and outcomes) criterion. *Implementation Performance* is the complementary criterion to the core group and relates to the performance of CDB, the Beneficiary and the Consultants.
- The assessment of the performance criteria applies a 4-integer scoring and rating system corresponding to Highly Satisfactory, Satisfactory, Marginally Unsatisfactory, and Unsatisfactory.
- TA projects ‘at risk’ would be identified in terms of an overall performance rating of Marginally Unsatisfactory/Unsatisfactory.
- This approach strongly emphasizes the definition and measurement of output and outcome level results throughout the entire project/programme management cycle, which directly supports the Bank’s focus on further strengthening its results-orientation. It is also consistent with the approaches that have been developed for the Bank’s BNTF programme and for the revised templates for project appraisal, project supervision and project completion reports. The new portfolio performance criteria would, therefore, ensure consistency across CDB’s operations and is consistent with the methodology used by other donor partners.

5. Strengthening TA Evaluation

- An internal TA PCR is prepared by the responsible staff member/unit within 90 days from the conclusion of every TA, except events-related TAs valued to a maximum of USD40,000 for which a final consultant report will be sufficient. The PCR describes the level of achievement of intended results, and includes lessons learned.
- The Coordinator for Quality Assurance and Monitoring prepares an annual report to the Board on the status of the TA portfolio, based mainly on PMRs and PCRs.

²² This recommendation comes directly from the March 2007 Evaluation Report which highlighted the greater flexibility in TAs for changing project design mid-stream if need be.

- A comprehensive evaluation of the TA program is required every three years, linked to the SDF cycle as the main source of funding for TA. An evaluation done in Year 2 of the SDF cycle can provide useful input into the following SDF replenishment exercise.

6. Improving Management of TA Information

- Lessons of experience will be recorded in each PMR and PCR and the Bank's Project Management Information System (Project MIS) will facilitate the generation of reports on these lessons learned by country, sector, CDB strategic objective, CDB corporate priority, by project/programme and type of TA instrument (loan, grant, use of funds, contingent loan etc.).
- Every TA appraisal report will include a section on Lessons Learned by CDB in previously executed interventions of a similar nature.
- Lessons Learned during the 6-month reporting period will be summarized and included in the semi-annual TA status report prepared by the TCD.

Pillar 3: Improving TA Operational Efficiency

1. Implementing Distinct Processes for Handling TAs of Different Sizes²³

- TAs related to workshops, meetings, seminars and similar events with a threshold of USD40,000 shall be considered events-related TAs. In this case, the originating unit shall designate a professional staff member to partner with a OO (GS/SA), to be responsible for its processing, including the preparation of a concept memorandum including a cost estimate, terms of reference, and a results framework. These events-related TAs may be approved at the Deputy Director or Director level.²⁴ TAs up to USD 40,000, which do not relate to workshops, meetings, seminars and similar events, will be appraised under the existing approval limits.
- TAs of more than USD40,000 will be categorized according to the complexity of the development issue that the TA is intended to address, as follows: *Category A* – more complex TA proposals, depending on the degree of Bank experience in the country and sector, and capacity strengthening/governance proposals, require more technical inputs and resources during preparation (and possibly implementation). These proposals are subject to an intensive quality enhancement process. *Category B* – proposals closely related to an existing Bank operation, or whose implementation is expected to be relatively simple, are subject to a streamlined preparation process, including short procedure where appropriate.

²³ Of the TAs approved for the 5 year period January 1, 2006 to December 31, 2010, approximately forty percent (40%) were valued at USD50,000 and less. Within this subset of TAs, most TAs fell within the USD40,001 to USD50,000 category followed by the USD25,000 and less category. Events-oriented TAs (those used to fund conferences/seminars, meetings and workshop), dominated all categories of this subset of TA projects, although they were increasingly joined by non-events oriented TAs (such as Country Poverty Assessments and small feasibility studies), particularly from USD40,000 and up. This pattern also emerged when TA approvals from January 1, 2006 to December 31, 2009 were analysed.

²⁴ CDB's management will determine the annual fixed budget for TAs of this nature.

2. Reviewing TA Application Procedures and Formats

- The contents and level of detail of a TA application will be determined by the purpose, scale and complexity of the assistance required, the nature of the applicant and the form of financing proposed. To ensure congruence, monitoring and reporting templates of the TA program shall be aligned with the templates referenced in this TA Strategy document.

3. Upgrading the Project Management Information System (Project MIS)

- Since the Bank's current MIS for supporting project appraisal and supervision will be replaced, the replacement Project MIS shall include a module for TA projects which are not part of a combined CDB instrument (e.g., a combined Capital loan and TA) to ensure consistency with CDB's TA Strategy.²⁵ This TA module will reflect the new performance rating criteria and include all pertinent data, from registration of entry of a new TA proposal to the preparation and content of PMRs and PCRs in accordance with the new reporting templates;
- The Project MIS should include a streamlined process for appraising, supervising and evaluating events-related TAs;
- The Project MIS shall be designed to facilitate the production of relevant reports on the status of the TA portfolio and should trigger alerts to the TCD on the preparation of new TA projects, the status of PMR and PCR completion and 'at risk' TA projects²⁶; and,
- The Project MIS will be fully compatible with other MIS used in the Bank which record and track project-related data²⁷.

4. Revisiting Approval Limits and Signing Authority

At the moment, the Board approves TAs above USD150,000 and the President has approval authority for TAs of up to USD150,000²⁸. The President is further involved in signing off on all TAs, which leads to a *pro forma* involvement since s/he either approves or recommends approval to CDB's Board.²⁹ Once the elements of this TA Strategy that focus on the quality assurance and performance of TAs are fully in place and adequately vetted and institutionalised, the financial limits governing TA review and approval process should be amended to facilitate more devolution of approval and signing authority to the Bank's senior and

²⁵ There shall also be a module of the MIS for other Bank operations, such as BNTF.

²⁶ This recommendation is consistent with what occurs with the current PPMS where Projects Department management receive email messages indicating when a new project has been entered into the system and when a project has been characterised as "at risk" based on information in an updated project supervision report.

²⁷ This recommendation is tied to the experience of disparity in the data housed in PPMS and those reporting in Finance Department's MIS.

²⁸ Current Approval Limits

For 2005-2009, of the total 124 SDF-financed grants/TAs approved, the President approved 79.0% and recommended 21.0% for Board consideration and approval.

For 2006-2010, of the total 163 SDF-financed grants/TAs approved, the President approved 72.4% and recommended 27.6% for Board consideration and approval.

²⁹ A similar arrangement exists for the Bank's Loans Committee which adds another layer of review for TAs, including small grants.

middle managers in order to expedite review and appraisal of TAs and allow more optimal use of Senior Management's time while still maintaining adequate financial controls over the TA portfolio.

To facilitate eventual devolution of approval and signing authority, the staff training proposed as part of this TA Strategy (Pillar 4) will be among the first components implemented. Staff will be receive in-depth training in CDB's policies, in the use of the TA Operations Manual and in CDB's financial rules and regulations related to the Bank's TA interventions.

At the end of the strategy implementation period, a review of the existing limits will be conducted and recommendations for devolution developed, including identification of the mechanism for transitioning from the current system to the recommended system. Devolution will be undertaken in a manner, which will not undermine the Bank's ability to ensure that proper checks and balances are in place. Compliance audits will be introduced to ensure adherence to CDB's rules and procedures.

Pillar 4: Building capacity in TA Management

1. Enhanced TA Training for Staff³⁰

- The Bank will provide regular semi-annual training to all Operations Department staff and relevant staff from other departments involved in the management of TA interventions to ensure that a standardized management approach is adopted throughout the Bank and to support the implementation of quality standards;
- In addition to training in TA appraisal and supervision processes and procedures, CDB will provide training in methodologies which support effective TA management including, gender issues analysis, stakeholder assessments, institutional analysis/capacity assessments, design modification and performance (results) management;
- The Bank will identify, recruit and/or develop staff with specialist expertise in these areas, to serve as additional in-house technical support to the TA Focal Point; and,
- The TA Focal Point will also have specialist training and/or experience in the areas of institutional analysis/capacity assessments³¹ and 1 other of the identified areas.

2. TA Training for BMCs

- The Bank will provide in-country training to relevant officials in BMCs on how to develop, prepare, implement and monitor TA through a combination of national and regional workshops for project personnel attached to CDB-financed interventions. This should assist in fast-tracking the CDB internal process and reduce response time.

3.3 Execution Timeframe and Costs

Implementation of the proposed TA Strategy is expected to take 24 -30 months from the date of Board approval of the TA Policy and Strategy. Implementation will entail an organization-wide effort involving departments and divisions across the Bank, under the leadership of the VPO. This is reflected in the Work Plan for Implementing the TA Strategy presented in Appendix IV.

Implementation of the TA Strategy is expected to be mainly financed from within the Bank's operating budget for Financial Years (FY) 2012 through 2014, since most of the actions to be implemented are of a process, procedural or training nature. Additional expenditure would need to be expended for:

- consulting services to develop the TA module in the revised Project MIS;
- consulting services to conduct an external evaluation of CDB's TA portfolio on a tri-annual basis;³²

³⁰ The 2007 Evaluation Report indicated that effective TA management, particularly for complex TA, required a range of skills and experience which were not generally resident within CDB or other Multilateral Development Banks (MDB). The Report also highlighted a prevalent, though unstated assumption, that any staff member could work on TA and institutional issues without extensive experience or training, a premise which was not supported by the evidence. *An Evaluation Study of the Technical Assistance Operations of the Caribbean Development Bank 2000 to 2004*. Final Report, page 19.

³¹ This recommendation supports the role of the TA Focal Point in reviewing all TAs related to institutional strengthening and capacity development, as presented under Pillar 1.

These costs will be quantified during the process of executing the TA Strategy.

3.4 Monitoring TA Strategy Results

The implementation of the CDB's TA Strategy is expected to yield substantial benefits to the Bank and its BMCs through consistent improvement in TA portfolio quality, performance and effectiveness over time. Responsibility for monitoring and reporting on the implementation and effectiveness of the TA Strategy will be shared between the Coordinator for Quality Assurance and Monitoring and the Corporate Planning Division (CPD). The Coordinator for Quality Assurance and Monitoring would monitor the Strategy's impact upon the TA portfolio and internal processes for TA appraisal, supervision and monitoring, including the deployment of the new Project MIS. His/her assessment would be included within the annual TA portfolio performance report submitted to the Board. CPD would report upon the Strategy's impact upon CDB's strategic objectives and corporate priorities and the extent to which the Strategy has enhanced fulfillment of SDF commitments.

In addition to the internal monitoring of the TA Strategy, external evaluations of CDB's TA programme would also assess the outcomes of the TA Strategy. Of particular relevance would be the evaluation to be undertaken for the period 2010 – 2014, which would correspond to the execution timeframe for the TA Strategy. That evaluation is not likely to occur before 2016. However, the mid-term evaluation of the next SDF Cycle (Cycle 8) may happen earlier, in 2014/15, and would provide important insights into the achievements of the TA Strategy at that point in time.

³² Given the scope of the TA Strategy, CDB should consider engaging a project management specialist, on contract for 12 – 18 months, to assist the VPO and the TA Focal Point with its initial implementation. Alternatively, CDB could recruit various consultants on a shorter-term basis to assist with implementing specific components of the Strategy.

4. Summary of Recommendations

To support the implementation of CDB's Technical Assistance (TA) Strategy, it is recommended that CDB:

- Adopt and disseminate the TA Policy and Strategy to CDB's internal stakeholders (Board, management and staff) and develop a results framework to clearly define the expected outcomes from the TA Policy and Strategy.
- Disseminate the TA Policy, inclusive of the Bank's core commitments, to external stakeholders.
- Implement Performance Criteria for TA Interventions and related checklists developed by the Evaluation and Oversight Division (EOV), GEA, and the reporting templates.³³
- Develop a schedule of staff training in areas directly related to effective TA management including, for example, the TA Manual, TA design, supervision, monitoring, stakeholder assessments, institutional analysis/capacity assessments, gender analysis, design modification and performance (results) management in addition to training in CDB's project cycle management processes and procedures for TA. Incorporate training in TA management within the Bank's orientation programme for new Operations Department staff.
- Recruit and/or designate in-house specialists with training and/or experience in areas that directly support effective TA management.
- Convene inter-departmental (inter-specialist) teams to conduct periodic reviews of large TAs under implementation and allocate budgetary resources for annual supervision visits for 'at risk' TAs over the events-related TA threshold of USD40,000.
- Develop an Operations Department User Group of 4 – 5 staff members to support the development and deployment of the TA module in the revised Project MIS.

³³ The design of the performance rating system is to be finalised between the Operations Area and EOV.

Appendix I CDB TA Evaluation Report's(2007) 10 Main Recommendations

1. **CDB needs to further strengthen the strategic management of technical assistance.** This would provide for a more integrated approach to priority setting and identification of intended results, and operationalisation of some TA-intensive strategic objectives and policies such as support for regional and cooperation and integration, with consideration of an appropriate balance between different areas of TA. To make this possible, the Bank should develop a TA operational framework or strategy to provide greater strategic focus for TA operations

As a part of such an operational policy framework, **greater emphasis can be given to increased coherence of TA programming in support of key priorities**, as distinct from ad hoc funding of individual TA requests, particularly regional TAs. All TAs should be regarded as a use of scarce resources and a tool for pursuing key objectives. Also as a part of such a framework, the Bank should consider identifying and developing “lines” of TA to enable a strengthening of TA design and supervision and increased learning from experience.

Particular emphasis should be given to linkages between successive or related TAs or other CDB interventions and with larger programmes or projects or ongoing priorities. Where possible, provision should be made in the TA design for ongoing monitoring of results and/or consideration of possible follow-on supportive action.
2. **TA information for policy development and decision making needs to be improved.** A comprehensive database of all types of TA needs to be created and maintained, with some historical information for purposes of comparison and analysis. This is not currently available.
3. **The PPMS may need to be revised to make it more results-oriented and stronger as a tool to assess TAs at entry, and systematic use of the PPMS Pipeline Module as part of the TA project review and approval process should be considered.**
4. **CDB should provide adequate incentives to ensure that some type of project completion report (PCR) is prepared at the end of every TA.** The PCR should be summative and express professional judgement on results and lessons learned. Evaluation and Oversight Division should sample completion reports annually and conduct a substantiation desk audit. Some type of project completion report for every TA project, including, in a simplified form, for smaller TAs, should be a basic requirement of TA operations.
5. **The Bank should establish a TA Focal Point (TAPOINT) or RGTA Work Group in Project Services Division** to undertake the substantial work tasks that need to be done centrally.
6. **A priority should be given to systematic training and occasional follow-up workshops on TA management and experience, evaluation results and lessons learned**, drawing on the experience of both CDB and other MDBs, for all operations staff involved in TA work. This should include development of an updated manual of TA policies, criteria and procedures (see Recommendation 11: Operational policy development).

7. **More resources should be found for TA fieldwork**, including portfolio reviews, inception missions and supervision missions, particularly for higher risk institutional development TAs and complex TAs involving several partners.
8. **The Bank should use the standard PPES performance criteria for all TA projects over an appropriate lower limit, such as \$50,000 that would cover significant numbers and types of TAs.** We suggest that Evaluation and Oversight Division (EOV) should develop guidelines for scoring TAs against the standard criteria, and that EOV also consider defining key results and key results areas (KRAs) for TA, and whether tracking against key results might be a complement to the PPES performance criteria in the PPMS.
9. **Consideration should be given to establishing a TA Small-Scale TAs Fund** with a fixed ceiling on overall funding and simplified procedures. Such a fund might be \$120,000 per year.
10. **The synergies between the Bank's technical assistance and its investment lending should be a continuing priority in TA operations**, including the use of targeted TA to address problems of project implementation as these arise.

Appendix II Performance Criteria for TA Interventions³⁴

PERFORMANCE CRITERIA FOR TA INTERVENTIONS

3.01 The Working Group on Evaluation Criteria and Ratings for Public Sector Evaluation of the MDB-ECG has not recommended a rating system or performance criteria specifically for TA operations. Nevertheless, TA performance criteria should also reflect the good practices cited by the Working Group, namely, *Relevance, Efficacy, Efficiency* and *Sustainability*.

3.02 In accordance with best practices, TAs will be assessed according to the following core performance evaluation criteria: *Relevance, Achievement of Objectives* (an efficacy measure), *Delivery of Inputs and Conduct of Activities* and *Quality of Outputs and Outcomes* (an efficiency measure). Where appropriate, *Sustainability* should be assessed within the *Efficiency* (quality of outputs and outcomes) criterion. *Implementation Performance* is the complementary criterion to the core group and relates to the performance of CDB, the Beneficiary and the Consultants.

CORE EVALUATION CRITERIA AND SCORING

3.03 The assessment of the performance criteria applies the 4-integer scoring and rating system which is described in Table 5.

Relevance

3.04 The rationale for the TA should be assessed, as well as, the adequacy of its formulation (including the level of stakeholder participation and ownership). A checklist such as in Table 20 may be employed in assessing *Relevance*. A concise summary of the principal factors justifying the rating should be provided.

TABLE 20: RELEVANCE CHECKLIST FOR TA INTERVENTIONS

RELEVANCE SUB CRITERIA
(a) adequacy of sector analysis and identification of the problem or issue required to establish the rationale for the TA (assessment may be a reconfirmation of the problems outlined in the country strategy)
(b) consistency with CDB's strategic objectives, its corporate objectives, and SDF 6's or later Contributor's Report
(c) consideration of alternative responses to the identified problem or issue
(d) consistency with country developmental priorities (sector given priority in the BMC development plan)
(d) consideration of lessons learned from related TAs and other operations in the country
(e) consideration of constraints to the achievement of results
(f) appropriateness of TA outcome and outputs
(g) appropriateness of the timing of the TA

³⁴ This Appendix was prepared by EO.V.

(h) extent to which stakeholders see the TA as their own		
ASSESSMENT	SCORE	RATING
Sub-Criteria [(a - h)] Met	4	Highly Satisfactory
Sub-Criteria [(a - d), (f) and (h)] Met	3	Satisfactory
Sub-Criteria [(a or b) and (h)] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [a or b] Not Met	1	Unsatisfactory

Achievement of Objectives

3.05 This criterion is a measure of efficacy and assessment indicates whether the objectives of the TA were achieved or are expected to be achieved. In assessing this criterion during implementation or evaluation, the focus should be on what went right, what went wrong, and the results. If a change in scope was made during implementation, the reasons for the change and the effect on the expected outcome should be considered and assessment should be made against the new outcome. Indirect, unplanned or adverse consequences of the TA should also be assessed. Table 21 provides a checklist of sub criteria applicable in assessing achievement of the planned objectives of the TA. A concise summary of the principal factors justifying the rating should be provided.

TABLE 21: ACHIEVEMENT OF OBJECTIVES CHECKLIST FOR TA INTERVENTIONS

ACHIEVEMENT OF OBJECTIVES SUB CRITERIA		
(a) objectives achieved as defined in the TA or are expected to be achieved (b) expected outcomes achieved or are expected to be achieved (c) factors affecting achievement of the expected outcomes identified and impact considered (d) resulting outputs (consultants’ reports, technical studies) were well prepared, practical and cost-effective (e) client satisfaction with nature, extent, delivery and timeliness of outcomes achieved (f) reasons justifiable for deviating from objectives		
ASSESSMENT	SCORE	RATING
Sub-Criteria [a - e] Met	4	Highly Satisfactory
Sub-Criteria [a, b, d] Met	3	Satisfactory
Sub-Criteria [a or b, d] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [a- e] Not Met	1	Unsatisfactory

Delivery of Inputs and Conduct of Activities

3.06 This criterion assesses the appropriateness of delivery of inputs needed to achieve the objectives of the TA and the conduct of activities. Table 22 provides a checklist for assessing this criterion. A concise summary of the principal factors justifying the rating should be provided.

**TABLE 22: DELIVERY OF INPUTS AND CONDUCT OF ACTIVITIES
CHECKLIST FOR TA INTERVENTIONS**

DELIVERY OF INPUTS AND CONDUCT OF ACTIVITIES SUB CRITERIA		
(a) economy of input provision (the relative cost of input provision)		
(b) productivity of the inputs (conversion into outputs)		
(c) counterpart resources/inputs provided by relevant stakeholders at levels allocated		
(d) quality of inputs satisfactory and provided when required		
(e) reasons for deviating from planned inputs and activities		
(f) client satisfaction with the nature, extent, delivery and timeliness of inputs provided		
ASSESSMENT	SCORE	RATING
Sub-Criteria [a - e] Met	4	Highly Satisfactory
Sub-Criteria [a - c] Met	3	Satisfactory
Sub-Criteria [c - e] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [a - e] Not Met	1	Unsatisfactory

Quality of Outputs and Outcomes

3.07 This criterion, which is a measure of efficiency, assesses the quality of the TA's outputs and outcomes, including the reports produced, presentations made, technology transferred, systems implemented, personnel trained and achievement of time-bound targets. It also assesses client satisfaction with outputs and the timeliness of delivery of outputs. In cases where the output of the TA is a service that is expected to be of value over an extended period of time, (e.g.: strengthening the capacity of an agency through skills development) sustainability of the capacity building outcome should also be considered. Table 23 provides a checklist for assessing this criterion. A concise summary of the principal factors justifying the rating should be provided.

**TABLE 23: QUALITY OF OUTPUTS AND OUTCOMES CHECKLIST
FOR TA INTERVENTIONS**

QUALITY OF OUTPUTS SUB CRITERIA		
(a) achievement of time-bound targets		
(b) quality of outputs (reports, presentation, technology transfer, staff trained) and outcomes		
(c) client satisfaction with nature, extent, delivery and timeliness of outputs produced		
(d) timely completion; within budget; and satisfactory follow-up/supervision		
(e) reasons for deviating from planned outputs		
(f) likelihood of sustainability of outcomes (capacity building, skills development) achieved		
ASSESSMENT	SCORE	RATING
Sub-Criteria [a - e] Met	4	Highly Satisfactory
Sub-Criteria [a - c] Met	3	Satisfactory
Sub-Criteria [c - e] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [a - e] Not Met	1	Unsatisfactory

COMPLEMENTARY EVALUATION CRITERION FOR TA INTERVENTIONS

Implementation Performance

3.08 The implementation performance criterion assesses the implementation of the TA with regard to CDB, the Beneficiary of the TA and the Consultants engaged to develop and deliver specific outputs of the TA. Any significant changes occurring between preparation of the TA and implementation (including changes in the context in which the TA was carried out) should be taken into consideration in the assessment.

3.09 The checklist at Table 24 provides major performance sub criteria for assessment of implementation performance of the TA. The performance of CDB, Beneficiary and Consultants engaged in the formulation and implementation process, should be assessed separately. Assessment of implementation performance is not aggregated into the overall performance rating of the TA.

3.10 The overall assessment of the TA should include performance aspects such as adherence to time³⁵ and cost³⁶ schedules; compliance with covenants; adequacy of monitoring, evaluation and reporting; and efficiency of operations³⁷. A concise summary of the principal factors justifying the rating should be provided.

³⁵ Delay in implementation (difference between the original completion date and the actual completion date of the TA).

³⁶ Cost variation (difference between appraisal cost estimates and actual expenditure).

³⁷ Utilisation of inputs and level of productivity (conversion of inputs to outputs and outcomes).

**TABLE 24: IMPLEMENTATION PERFORMANCE CHECKLIST
FOR TA INTERVENTIONS**

IMPLEMENTATION PERFORMANCE SUB CRITERIA		
1. CDB PERFORMANCE		
(a) clarity of the statement of expected results; quality at entry of TA (b) clarity and comprehensiveness of the terms of reference (c) efficiency of the delivery process (start up, disbursement, audit, closure) (d) timeliness and quality of CDB's responses to the beneficiary agency's requests for changes during implementation (e) adequacy of CDB supervision, including CDB staff continuity; frequency, composition, and length of review missions		
ASSESSMENT	SCORE	RATING
Sub-Criteria [a - e] Met	4	Highly Satisfactory
Sub-Criteria [a - c] Met	3	Satisfactory
Sub-Criteria [c - e] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [a - e] Not Met	1	Unsatisfactory
2. BENEFICIARY PERFORMANCE		
(a) extent of participation at the design stage and of subsequent support for the CDB supervision, review, and performance evaluation process (b) degree of support for the TA including the availability and performance of counterpart staff (c) adequacy of counterpart funds, facilities, equipment and services throughout implementation (d) compliance with procurement requirements (e) compliance with monitoring, evaluation and reporting requirements (f) Appropriate utilisation of TA results		
ASSESSMENT	SCORE	RATING
Sub-Criteria [a - d] Met	4	Highly Satisfactory
Sub-Criteria [a - c] Met	3	Satisfactory
Sub-Criteria [c - d] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [a - d] Not Met	1	Unsatisfactory
3. CONSULTANT PERFORMANCE		
(a) quality of staff on the TA (b) compliance with the terms of reference (c) timeliness of TA outputs (d) quality of cooperation with the beneficiary agency		
ASSESSMENT	SCORE	RATING
Sub-Criteria [a - d] Met	4	Highly Satisfactory
Sub-Criteria [a - c] Met	3	Satisfactory
Sub-Criteria [c - d] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [a - d] Not Met	1	Unsatisfactory

OVERALL PERFORMANCE RATING FOR TA OPERATIONS

3.11 The overall rating is based on separate assessments of four core evaluation criteria:

- (a) ***Relevance;***
- (b) ***Achievement of Objectives***
- (c) ***Input Delivery and Conduct of Activities; and***
- (d) ***Quality of Outputs***

3.12 The overall outcome rating of an intervention is determined by separately evaluating and ranking the four core evaluation criteria. Each core criterion is assigned a whole-number rating on a scale of 1 to 4. The overall performance score of the intervention is an arithmetic average³⁸ of the total scores for the core criteria and also ranges between 1 and 4. Since the overall performance score is calculated as an arithmetic average of the scores for the core criteria, the overall score for the intervention may therefore include a decimal point.

3.13 The numerical averages are then converted into the descriptive ratings that are applied for the four core criteria and the complementary evaluation criteria, namely: ***Highly Satisfactory, Satisfactory, Marginally Unsatisfactory*** and ***Unsatisfactory***. Fixed cut-off points are used to assign the appropriate descriptors to the aggregate numeric score. Table 25 provides a list of the Fixed Cut-off Score Points, Rating and guidelines for determining the overall performance rating for TA interventions. A concise summary of the principal factors justifying the rating should be provided.

³⁸ Overall Score for TA Interventions = [Relevance Score + Achievement of Objectives Score + Input Delivery & Conduct of Activities Score + Quality of Outputs & Outcomes Score]/4

TABLE 25: OVERALL PERFORMANCE RATING FOR TA INTERVENTIONS

FIXED CUT-OFF SCORE POINTS	RATING	ASSESSMENT CONDITIONS
Overall average is: > 3.25 and ≤ 4.00	<i>Highly Satisfactory</i>	There were no deficiencies in the intervention's <i>Relevance</i> ; <i>Outcomes achieved exceeded targets</i> ; <i>Delivery of Inputs and Conduct of Activities</i> were timely and cost effective; <i>Quality of Outputs</i> exceeded expectations; <i>Implementation Performance</i> of CDB, Beneficiary Agency and other stakeholders was exemplary.
Overall average is: > 2.50 and ≤ 3.25	<i>Satisfactory</i>	There were minor deficiencies in the intervention's <i>Relevance</i> ; <i>Outcomes were achieved</i> as planned; <i>Delivery of Inputs and Conduct of Activities</i> were timely; <i>Quality of Outputs</i> met expectations; <i>Implementation Performance</i> of CDB, Beneficiary Agency and other stakeholders was satisfactory.
Overall average is: > 1.75 and ≤ 2.50	<i>Marginally Unsatisfactory</i>	There were moderate deficiencies in the intervention's <i>Relevance</i> ; the major <i>Outcomes were achieved</i> ; <i>Delivery of Inputs and Conduct of Activities</i> were not timely; <i>Quality of Outputs</i> was acceptable; <i>Implementation Performance</i> of CDB, Beneficiary Agency and other stakeholders was satisfactory.
Overall average is: > 1.00 and ≤ 1.75	<i>Unsatisfactory</i>	There were major to severe deficiencies in the intervention's <i>Relevance</i> ; major <i>Outcomes were not achieved</i> ; <i>Delivery of Inputs and Conduct of Activities</i> were not timely; <i>Quality of Outputs</i> was inadequate; <i>Implementation Performance</i> of CDB was satisfactory but that of the Beneficiary Agency and other stakeholders was unsatisfactory.

Appendix III TCD Work Programme 2012³⁹

Role and Function:

To serve as focal point for the implementation of the Technical Assistance (TA) Policy of the Bank. This incorporates TA to support Regional Cooperation and Integration (RCI), Caribbean Technological Consultancy Services (CTCS) and Project Administration and Training (PATU).

The work of the Division encompasses the range of relevant project cycle management activities for RCI and CTCS, and the development and delivery of training programmes to build capacity in project management and appraisal in CDB's Borrowing Member Countries (BMCs).

TCD, through its Division Chief, is expected to:

- 1) Align the TA Programme to CDB's strategic objectives, poverty reduction strategy, SDF and OCR commitments.
- 2) Strengthen the operational focus for TA programming, monitoring, reporting and control.
- 3) Reinforce the application of best practice at each stage of the TA programme/ project management cycle.
- 4) Promote the adherence to the principles of development effectiveness in the management of TA interventions within CDB and its BMCs.
- 5) Oversee the development of a TA operational framework to provide greater strategic focus and enhance overall TA programme management.
- 6) Contribute to the strengthening of the synergies between TA operations and the Bank's investment lending.
- 7) In consultation with the DD (CPD), and in conformity with funding conditions, manage for effectiveness the utilisation of the Bank's resources for TC activities, including the supervision of TA portfolio quality and results.
- 8) Continuously align the focus of PATU to reflect the changing corporate priorities of CDB;
- 9) Contribute to CDB development assistance objectives through the promotion of PATU and CTCS;
- 10) In collaboration with the Private Sector Development Unit, ensure that the CTCS focus remains relevant.

2012 Work Programme

CTCS	Regional TAs	PATU
On-Line consultancies Direct TA Projects (MSMEs) Group Training Attachments CTCS Publications Training Workshops	CARTFUND TA Projects Launch of EPA and CSME STBY facilities Supervision of TA Governance (6), CARTFUND (32), CDB Projects (4)	Training Needs Assessment Training of Trainers (nationally, regionally, thematic specialists) Integration of ICTs in training delivery options Development of specialised training modules

³⁹ Prepared by CDB.

Appendix IV Work Plan for Implementing the TA Strategy

Strategy	Elements of the Strategy	Actions required	Responsibility	Time frame	Comments
1 – Strengthening Strategic and organizational Focus on TA	Reviewing the TA selection process and priority ranking	<ul style="list-style-type: none"> • Agree on proposed priority criteria for TAs • Update TA Manual to reflect proposed priority ranking • Communicate proposed priority ranking to Operations staff 	Operations Mgt Universalialia	Jun 2012 Jul 2012	
			VPO	Jul 2012	
2 – Improving TA performance	Strengthening TA design (Quality at entry)	<ul style="list-style-type: none"> • Develop the checklist and rating system for TA Quality At Entry, • Update TA Manual to reflect Quality At Entry standards 	EOV	Completed	
			Universalialia	Jul 2012	
	Strengthening quality of TA supervision and reporting	<ul style="list-style-type: none"> • Develop a checklist for TA Quality of Supervision, • Design revised format for TA monitoring and completion reports • Update TA Manual to reflect Quality of Supervision standards • Budget for annual supervision visits for “at risk” TAs over the events-oriented TA threshold • Subject all large TAs to periodic supervision review by inter-departmental (inter-specialist) teams 	EOV	Completed	
			Universalialia	Jul 2012	
			Universalialia	Jul 2012	
			Operations Mgt	FY 2013	
			Operations Mgt	FY 2013	
	Strengthening TA monitoring to support Quality of results	<ul style="list-style-type: none"> • Develop standards for monitoring TA results • Update TA Manual to reflect standards for monitoring TA results. • Report quarterly to AMT on the progress of CDB’s TA portfolio • Report annually to CDB’s management and Board on the status of CDB’s TA portfolio 	EOV	Completed	
			Universalialia	Jul 2012	
			Coordinator, QA&M (VPO Office)	Dec 2012	
			Coordinator, QA&M (VPO Office)	From FY 2013	

Strategy	Elements of the Strategy	Actions required	Responsibility	Time frame	Comments
	Strengthening TA evaluation	<ul style="list-style-type: none"> Adopt new evaluation criteria for TAs Institute tri-annual Evaluation of CDB's TA portfolio (by external consultants) 	Operations Mgt, EO EOV	FY 2012 FY 2013	Consultative process
	Improving management of TA information	<ul style="list-style-type: none"> Institute inclusion of lessons learnt from past CDB and/or other MDB interventions within TA appraisal reports Incorporate lessons learnt within Quality At Entry standards in updated TA Manual 	Operations Mgt Universalia	FY 2012 Jul 2012	
3 – Improving TA operational efficiency	Implementing distinct processes for handling TA grants of differing sizes	<ul style="list-style-type: none"> Define 'small TA' ceiling Develop streamlined process for management of "small TAs" 	AMT Operations Mgt	Completed FY 2012	
	Reviewing TA application procedures and formats	<ul style="list-style-type: none"> Develop revised TA monitoring and reporting templates 	Universalia	Jul 2012	
	Upgrading the Management Information System (MIS)	<ul style="list-style-type: none"> Develop and deploy a TA module in the project MIS 	IT, Operations Dept	FY 2014	User requirements, development, user testing, deployment
	Revisiting approval limits and signing authority	<ul style="list-style-type: none"> Approve "in principle" the devolution of approval limits and signing authority to the Bank's senior and middle management 	BOD	Jul 2012	
4 – Building capacities in management of TA	Training of staff	<ul style="list-style-type: none"> Develop and finalize Training Plan based on revised TA Policy and Strategy and revised TA Manual Incorporate training in TA management and effectiveness within orientation programme for new staff Provide semi-annual training workshop on TA management and effectiveness for staff 	Universalia TCD, HR&A TCD, HR&A	Jul 2012 Oct 2012 From Oct 2012	

Strategy	Elements of the Strategy	Actions required	Responsibility	Time frame	Comments
	Training of BMCs	<ul style="list-style-type: none">Conduct national and regional training workshops on TA management for personnel in BMCs	TCD	Annually from FY 2013	