

CARIBBEAN DEVELOPMENT BANK



SPECIAL DEVELOPMENT FUND (UNIFIED)

BASIC NEEDS TRUST FUND

**MANAGEMENT'S RESPONSE TO THE CONCLUSIONS AND RECOMMENDATIONS
OF THE PROGRAMME CLOSING REPORT OF THE BNTF SIXTH PROGRAMME AND THE
MID-TERM EVALUATION OF THE BNTF SEVENTH AND EIGHTH PROGRAMMES**

MARCH 2016

ABBREVIATIONS

BCAD	-	Basic Community Access and Drainage
BNTF 7	-	Basic Needs Trust Fund (Seventh Programme)
BNTF 6	-	Basic Needs Trust Fund (Sixth Programme)
BNTF 8	-	Basic Needs Trust Fund (Eighth Programme)
BOD	-	Board of Directors
EHRD	-	Education and Human Resource Development
IA	-	Implementing Agency
IOA	-	Institutional and Organisational Assessment
M&E	-	Monitoring and Evaluation
mn	-	million
MTE	-	Mid-Term Evaluation
PC	-	Participating Country
PCR	-	Programme Closing Report
PPMS	-	Project Portfolio Management System
PRAP	-	Poverty Reduction Action Plan
SDF	-	Special Development Fund
SDF 8	-	Special Development Fund (Eighth Cycle)
SDG	-	Sustainable Development Goals
TA	-	Technical Assistance
WS	-	Water and Sanitation

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BASIC NEEDS TRUST FUND

MANAGEMENT'S RESPONSE TO THE CONCLUSIONS AND RECOMMENDATIONS OF THE PROGRAMME CLOSING REPORT OF THE BASIC NEEDS TRUST FUND SIXTH PROGRAMME AND THE MID-TERM EVALUATION OF THE BNTF SEVENTH AND EIGHTH PROGRAMMES

1. BACKGROUND

1.01 Under the Basic Needs Trust Fund Sixth Programme (BNTF 6) approved by the Caribbean Development Bank (CDB) Board of Directors (BOD) at its Two Hundred and Thirty-Second Meeting held on July 24, 2008 pursuant to Paper BD70/08, CDB was required to engage independent consultants to complete the Programme Closing Report (PCR). Additionally, under the terms of the Basic Needs Trust Fund Seventh and Eighth Programmes approved by BOD at its Two Hundred and Fifty-Third and Two Hundred and Sixty-Fourth Meetings held on October 23, 2012 and December 11, 2014 pursuant to Paper BD101/12 and BD83/14 respectively, CDB was required to engage independent consultants to conduct a composite Mid-Term Evaluation (MTE) of BNTF 7 and 8. The BNTF 7 Paper stated that a MTE will be completed within two years of satisfaction of conditions precedent of the Grant Agreements. BNTF 8 Paper stated that the MTE would be done simultaneously with BNTF 7. The consultants were hired on September 22, 2015 to conduct the MTE.

1.02 Contributors to the Sixth Cycle of the Unified Special Development Fund (SDF 6) approved a contribution of 32 million (mn) United States Dollars (USD) for BNTF 6. Under the Seventh and Eighth Cycles of the Unified Special Development Fund (SDF 7 and SDF 8) contributions of 46 mn USD and 10 mn USD were approved for BNTF 7 and 8 respectively. Sub-projects under BNTF 6 focused on improving, in a sustainable and gender sensitive manner, the living conditions of people living in poor communities. Funds were allocated to sub-projects in a menu of eligible areas such as production-related infrastructure and community markets, health and education facilities, including day care centres, access, water and sanitation (WS), skills training, maintenance and integrated community sub-projects. The focus under BNTF 7 and 8 was narrowed to the strategic areas of education and human resource development (EHRD); basic community access and drainage (BCAD); and WS. The resources under the BNTF regional component which are managed centrally by CDB, are intended to strengthen Programme management and provide increased technical assistance (TA) for the delivery of the Programme. BNTF 6 was closed at the end of 2014, and BNTF 7 and 8 are now being implemented concurrently, with all country projects to be completed and funds fully disbursed by December 31, 2016.

1.03 Both the BNTF 6 PCR and the BNTF 7 and 8 MTE are formative evaluations, and are contained in Appendix 1 and 2 respectively. In line with this focus and CDB's commitment to Management for Development Results these exercises are envisaged as broad-based qualitative and quantitative stocktaking exercises and evaluations.

2. BNTF 6 PCR

2.01 The PCR was assembled by using a wide range of qualitative and quantitative inputs and sources to analyse the individual BNTF 6 country experiences and the overall performance and results of interventions, key findings and lessons learned. The PCR also encompasses ten Project Completion Reports. The exercise commenced in July 2014 but was not completed as the consultant had difficulty with executing the contract and therefore had to be terminated. A new consultant was engaged in September 2015.

2.02 The PCR included:

- (a) presenting an overview of the performance and outputs within the context of the Programme's goals, design, processes and results during implementation (BNTF 6 Country Projects and Regional Component);
- (b) assessing if and how, any of the recommendations made in the MTE completed in May 2012 were taken into account in the Programme;
- (c) using an assessment criteria which draws on CDB's Performance Assessment System sub-criteria for projects and TA - Relevance, Efficiency, Effectiveness, Sustainability.

3. BNTF 7 and 8 MTE

3.01 The MTE commenced in September 2015 and reviews the process for planning for and implementation of BNTF 7 and 8 projects, with a view to providing guidance on ways to improve Programme efficiency and effectiveness. Since the MTE took place at a time when few sub-projects were being implemented, the main focus was on evaluating the application and impact of the new Process Flow that was introduced to improve Programme and sub-project design and operations under BNTF 7 and 8. It assessed the extent to which the results outlined in the BNTF 7 and 8 results frameworks had been or can be achieved and what could be learned from the challenges or enabling factors that had contributed to or hindered their achievement. 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 7, and provides some strategic directions for the repositioning of the BNTF Programme¹.

3.02 The content and coverage of the MTE included:

- (a) review of the policies, procedures, and systems in place for the administration, operation and monitoring of BNTF 7 and 8;
- (b) assessment of the degree of efficiency with which the operations of BNTF 7 and 8 are being undertaken;
- (c) assessment of the progress on the implementation of the BNTF 7 and 8 strategy outlined in the results frameworks of the CDB Board Papers;
- (d) review of the implementation and supervision arrangements in place to underpin the successful execution of BNTF 7 and 8, including provisions for maintenance;
- (e) identification of any lags in the implementation of BNTF 7 and 8, and recommendations for addressing them; and
- (f) identification of lessons learned.

3.03 Additionally, the evaluation recommends improvements to increase the effectiveness and impact of the balance of the resources available under SDF 7 and 8. In suggesting actions to be taken, the evaluation also considered the SDF 7 Mid-Term Review recommendations.

¹ A systematic examination of the BNTF Governance Structure and Implementation Modality commenced in late 2015 and a preferred option for a repositioning of the Programme will be reviewed by the Bank in mid-2016.

4. INTRODUCTORY COMMENTS

4.01 Overall, the evaluations indicate that BNTF delivered on the expectations set at the beginning of the BNTF 6 Programme, and there is confidence that BNTF 7 and 8 sub-projects will do the same, having a significant impact on community development and alleviating poverty, particularly through the increased emphasis on human resource development. The evaluations note that time lags in the approval process and the absence of increased authority and autonomy of the Participating Countries (PCs) in the process are major concerns as expressed by interviewees.

4.02 The evaluations propose strategic approaches as may be required to ensure achievement of BNTF 7 and 8 objectives within the remaining implementation period and for consideration in subsequent BNTF cycles. Some of these are currently being undertaken or are planned.

4.03 This report presents the consolidated Management's response to the conclusions and recommendations of both evaluations spanning three BNTF cycles. It focuses on what needs to be done in 2016 for satisfactory completion of the ongoing BNTF 7 and 8 Programmes which have a terminal disbursement date of December 31, 2016.

4.04 The actions proposed by the evaluations should be considered bearing in mind the caveat that the Programme's governance structure and implementation modality are currently being reviewed to improve overall efficiency and effectiveness. The evaluations overlapped to some degree with this review. The Management's response takes into consideration the need for selectivity and focus, and refining and/or simplifying programming processes, especially the project cycle, seen as important to improving efficiency and accountability in the BNTF Programme.

5. MANAGEMENT'S RESPONSE

5.01 Generally, Management is of the view that the evaluations present a fair assessment of the performance of the BNTF 6 Programme and the status of implementation of BNTF 7 and 8 at mid-term. Management welcomes the attestation by the evaluation process that the Programme has contributed to improved standards of living and well-being. However, Management wishes to emphasise some fundamentally important factors which have contributed to the slow pace of implementation of the BNTF Programmes been implemented. The challenges in the Country Project preparation, the approval processes and start-up of activities are largely instigated by the level of due diligence required which has increased substantially over the past two cycles of the Programme (i.e. BNTF 5 and 6). While Management considers the due diligence measures to be critical to demonstrate fiduciary responsibility, protect interests of the poor and most vulnerable and prevent risks, the level of due diligence subsequently adopted (in response to issues raised and recommendations of past evaluations) for relatively small BNTF sub-projects, adversely impacted the rate of implementation. Management acknowledges noteworthy improvements in gender mainstreaming, results-based management, environmental management and the use of renewable energy in the project cycle. However, the operationalizing of these improvements has resulted in an increased burden on the already constrained capacity of the BNTF implementing agencies (IAs) and internal staff resources. The net result being a protracted project cycle. Going forward, a critical review of the due diligence required for the BNTF Programme must be undertaken if Programme implementation is to become more effective.

5.02 Management believes that with the improvements already made in quality assurance (e.g. risk management, gender-sensitive results frameworks) and by reducing some of the steps and requirements in the Project preparation, an adequate degree of due diligence can still guarantee sound sub-projects with transformational effects.

5.03 Specific comments are set out in the matrix relative to the main conclusions and recommendations contained in the evaluations. The responses are to the recommendations that address very critical strategic areas. Some of the more programmatic recommendations of the BNTF 6 PCR are being addressed in the ongoing BNTF 7 and 8 Programmes. As some of the findings and recommendations are thematically connected, they have been addressed collectively in the matrix.

MATRIX: MANAGEMENT’S RESPONSE TO THE CONCLUSIONS AND RECOMMENDATIONS OF THE BNTF 6 PROGRAMME CLOSING REPORT AND THE BNTF 7 AND 8 MID-TERM EVALUATION

	FINDINGS AND RECOMMENDATIONS	MANAGEMENT’S RESPONSE
PCR & MTE: PAGE/PARA	RELEVANCE	
MTE: 3 41/12	<p><u>Finding 1:</u></p> <p>Stakeholders are confident that BNTF 7 and 8 sub-projects will have significant impact on community development and alleviating poverty particularly through the increased emphasis on Human Resource Development.</p>	<p>Management agrees that BNTF Projects are designed to benefit the poor and are delivering important results.</p> <p>It is recognised that the SDGs are also of direct relevance to the challenges faced by Borrowing Member Countries and will continue to be addressed in the next SDF cycle. BNTF will align with the indicative areas of SDF support within the context of the SDGs.</p>
MTE: 4/B6 38/9.2 (a)	<p><u>Recommendation:</u></p> <p>Align future SDF and BNTF programming with the relevant 2030 Sustainable Development Goals (SDGs).</p>	
	EFFICIENCY	
MTE: 31/6.2.8	<p><u>Finding 2:</u></p> <p>The lack of specialist resources such as engineers, and the gap between staffing capacity and work load expectations are main hindrances to managing the BNTF country projects.</p> <p><u>Recommendation:</u></p> <p>None</p>	<p>Management has begun to address this by responding to some recommendations of the institutional and organisational assessments (IOAs) conducted in 2014. For example, capacity building in the IAs’ financial management. As a result of an ongoing review, changes are likely to be made in the governance of the Programme which should address capacity issues from 2016 onwards.</p> <p>The BNTF regional coordination funds were used to bolster human resource capacity in Montserrat and Turks and Caicos Islands over the last year and a half, leading to more efficient project management. Engineers and Education specialists were engaged in 2014-2015 to increase the strategic focus of BNTF’s contribution to sector strategies and targets. Offers of project management support were also made to three other BNTF PCs. However, these offers have not been accepted.</p>

	FINDINGS AND RECOMMENDATIONS	MANAGEMENT'S RESPONSE
<p>PCR: 52/ 9 (e) MTE: 28/6.1</p> <p>MTE: 2</p> <p>MTE: 3/A 37/9.1</p>	<p><u>Finding 3:</u></p> <p>Time lags in the approval process are cited as a major concern among the BNTF IAs and other country stakeholders, affecting the rate of disbursement.</p> <p>The new Process Flow has resulted in a more strategic approach, which provides for greater coherence between BNTF projects and national policies and priorities and should also result in more efficient and effective use of resources. However, its inception created a steep learning curve for both CDB and IA staff and has delayed implementation, which means that the terminal disbursement date of December 31, 2016 looks unrealistic for several countries.</p> <p><u>Recommendations:</u></p> <p>(a) Improve pace and quality of implementation.</p> <p>(b) Review the entire BNTF Governance structure with a view to improving the rate of commitment and disbursement of funds</p> <p>(c) Delegation of more responsibility and accountability to IAs.</p> <p>(d) Incentivise and reward IA performance.</p>	<p>Management agrees that the Process Flow introduced under BNTF 7 has improved the quality of sub-project designs and has frontloaded the approvals, an improvement over previous cycles. However, the early stages of the process have been weighed down by the heavy due diligence and multidisciplinary appraisal. Management believes that some of the steps and requirements in the Project preparation, and appraisal should be reduced, and that this will not affect the quality assurance and soundness of sub-project designs.</p> <p>The Process Flow is being reviewed with a view to eliminating and streamlining some stages and requirements. Some of the issues being examined in the ongoing review of the governance structure include decentralization and simplification of processes.</p> <p>Management recognised that there is limited scope for embracing additional responsibility without significant ramping up of capacity in country</p> <p>Management approved the operation of special accounts by seven additional IAs in order to accelerate disbursement. Greater focus is also being placed on disbursement monitoring through increased supervision efforts.</p> <p>Key performance indicators were agreed with the IAs in 2015. Incentive systems at country level are being explored.</p>
EFFECTIVENESS		
<p>PCR: 7/2</p>	<p><u>Finding 4:</u></p> <p>IA staff and project beneficiaries indicate a high level of satisfaction with the infrastructural improvements delivered under the BNTF 6 Programme. Unprecedented road access, building and renovations to enhance the quality of health care services, possibility of improvements in educational performance of children and youth, and the creation</p>	<p>In response to a similar finding of the BNTF 6 MTE, the design of BNTF 7 and 8 skills training sub-projects has been strengthened through concerted efforts to enhance alignment with labour market needs, and to incorporate tracer studies and other monitoring and evaluation (M&E)</p>

	FINDINGS AND RECOMMENDATIONS	MANAGEMENT'S RESPONSE
<p>PCR: 7/2</p> <p>PCR: 56/10.2.2</p> <p>PCR: 56/10.2.2</p>	<p>of long and short term employment opportunities through skills development and small micro/medium size enterprises (SMEs) are visible.</p> <p><u>Recommendations:</u></p> <p>Complementary measures are required to optimize the impact of training to achieve sustainability and employment.</p> <p>More concerted attention to the involvement of employers in demand-driven skills should be emphasized.</p> <p>Document the outcome of training by tracking graduates over a period of time.</p>	<p>activities. Budgets for tracer studies linked to skills training sub-projects have been approved.</p> <p>BNTF skills training is aligned with national skills training and certification systems. Sub-projects are designed to help bridge gaps in knowledge or skills to enhance employability and improve livelihoods. These sub-projects have been targeted at unemployed and under-employed men and women and those who are desirous of improving their skills set to improve livelihoods (e.g. Grenadian fisher folk participants in Standard of Training, Certification and Watchkeeping course in Trinidad, and National Vocational Qualification for inmates in Her Majesty's Prison, Grenada).</p> <p>Looking forward, management is interested in strengthening the Programme's focus on boosting individual and work-group livelihoods, providing income generating assets, improving skills and enhancing market knowledge and entrepreneurship.</p> <p>The development of a concept for a BNTF youth entrepreneurship pilot is near completion.</p>
<p>MTE: 2 32/7.1</p> <p>PCR: 8/2 40/6</p>	<p><u>Finding 5:</u></p> <p>BNTF has a strong commitment to results-based management, which is percolating down to country level through sensitisation and capacity building. However the current system has inconsistencies that make it difficult to implement effectively. It also relies heavily on reporting of quantitative data against standard indicators but does not systematically identify or capture qualitative data or longer-term outcomes and impacts.</p> <p>There is currently no mechanism to track the impact of the Programme on participants in areas such as the use of health services, performance in the education system, products introduced to the market or jobs secured.</p>	<p>Management acknowledges that there is a need for more qualitative data to demonstrate how BNTF impacts communities. A toolkit and methodology for the development of impact case studies was developed. A collection of BNTF videos (YouTube) and a publication of impact case studies were disseminated in 2015. An impact assessment framework was completed in February 2016, and a comprehensive M&E system is being introduced.</p> <p>Management also notes that observed outcomes and impacts need to be interpreted with caution. Any observable change from BNTF sub-projects is not a linear extrapolation from a known baseline</p>

	FINDINGS AND RECOMMENDATIONS	MANAGEMENT’S RESPONSE
MTE: 4/B 38/9.2	<p><u>Recommendation:</u></p> <p>Review and revise the current results management approach placing greater emphasis on assessing and documenting impact and outcomes, and developing a Project Portfolio Management System (PPMS) that serves the needs of all key stakeholders</p>	<p>but rather is highly contingent or dependent on specific events, conditions or contexts of a given situation as well as the intervention or activity that is undertaken.</p>
<p>MTE: 2 36/8.1</p> <p>MTE: 4/C 38/9.3</p>	<p><u>Finding 6:</u></p> <p>BNTF’s strong emphasis on continuous learning and improvement is evidenced by the innovations introduced under BNTF 7, as well as the number and scope of BNTF 7 and 8 technical assistance (TA) projects that focus on capacity building or systemic change.</p> <p><u>Recommendation:</u></p> <p>Focus on building and leveraging in-country capacity with a view to enhancing the sustainability of the Programme, reducing the need for one-off TA assistance and maximising opportunities for peer exchange and learning.</p>	<p>Over the past two years, there were a number of TAs geared towards building technical and operational capacity and responding to commitments as set out in Paper BD101/12.</p> <p>The financial management capacity building was delivered through a workshop and coaching in country. Likewise, earlier M&E capacity building included a coaching component. Peer learning was supported through two study tours in the past two years, and annual IA meetings. Continuous sharing of good practice, peer learning and mentoring will be promoted. This is already being pursued through ongoing M&E capacity building. The Bank facilitates the sharing of country experiences in baseline work, impact assessments and participatory monitoring.</p>

APPENDIX 1 – BNTF 6 PROGRAMME CLOSING REPORT

APPENDIX 2 – BNTF 7 AND 8 MID-TERM EVALUATION

BNTF 6 Programme Closing Report

FINAL

**Submitted to the
Caribbean Development Bank (CDB)
Basic Needs Trust Fund (BNTF)**

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BNTF 6 PROGRAMME CLOSING REPORT

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Basic Needs Trust Fund (BNTF)

Caribbean Development Bank (CDB)



Beterverwagting Nursery School in Guyana, built to ECD CARICOM Standards

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Acronyms

APPR	Annual Project Performance Report
BMC	Borrowing Member Country
BNTF	Basic Needs Trust Fund
BSIF	Belize Social Investment Fund
CBO	Community Based Organization
CDB	Caribbean Development Bank
CLO	Community Liaison Officer
CoP	Communities of Practice
CPA	Country Poverty Assessment
CNA	Community Needs Assessment
CNAA	Community Needs Assets Assessment
CSME	Caribbean Single Market and Economy
CSP	Country Strategy Paper
CVQ	Caribbean Vocational Qualification
DRR	Disaster Risk Reduction
ECE	Early Childhood Education
IAs	Implementing Agencies
IOA	Institutional and Organizational Assessment
JSIF	Jamaica Social Investment Fund
M&E	Monitoring and Evaluation
ECE	Early Childhood Education
ESU	Environment and Sustainability Unit
IMF	International Monetary Fund
MfDR	Managing for Development Results
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organization
NTA	National Training Agency
OE	Oversight Entity
ONA	Organizational Needs Assessment
OO	Operations Officer
PC	Participating Country
PE	Project Engineer
PCR	Project Completion Report
PM	Project Manager
PMC	Project Monitoring Committee
PRAP	Poverty Reduction Action Plan
PRI	Production Related Infrastructure
PRSP	Poverty Reduction Strategy Paper
PSC	Project Steering Committee
PTA	Parent Teachers Association
RBM	Results Based Management
SME	Small and Medium Enterprises
SP	Sub-Project
SPCR	Sub Project Completion Report
SPMR	Sub Project Monitoring Report
SSDF	St. Lucia Social Investment Fund
SVG	St. Vincent and the Grenadines
SVGCC	St. Vincent and the Grenadines Community College
TAMCC	Terry Marryshow Community College

A. SUMMARY OF FINDINGS AND RECOMMENDATIONS

1. Summary of BNTF 6

- BNTF 6 was financed with a total budget of \$41.5 million, comprising CDB's grant contribution of \$32 million and \$9.475 million from the 10 beneficiary Governments. Implemented over the 2008 to 2015 period, the programme was resolved into two major components: country projects and regional coordination. The original dates for implementation and disbursement of BNTF 6 covered the period 2008 to 2012.
- The report focuses on three aspects that were examined in the assessment criteria¹:
 - Developmental: Overarching aspirations, goals and rationale.
 - Strategic and Poverty Relevance: Action-oriented measures to realize the goals.
 - Operational: Management systems and institutional arrangements
- In the sixth cycle, BNTF supported Sub-Projects (SPs) that delivered access and road improvements, water and sanitation, infrastructure for improvements in education and health, skills training for capacity building, support to vulnerable groups, small enterprise development, and maintenance of facilities. Environmental, gender and disaster risk reduction were cross-cutting themes. A regional component provided programme support including capacity building, evaluations, research and design studies, coordination and administration.

2. Findings

- Reports from the BNTF Offices² indicate that the countries have by and large delivered on the expectations set at the beginning of the programme, with some administrative adjustments required as the BNTF 5 and BNTF 6 were implemented simultaneously at the beginning.
- Collectively, the target beneficiaries were grouped as: unemployed persons, women, youth, indigenous persons, persons with disabilities and small farmers. There is strong evidence that these were the groups that benefitted the most from the financial investments and technical support under the programme. Gender distribution of the beneficiaries varied depending on the sectors emphasized. As the gender analysis in Section G explains, the tendency in participation followed expected gender stereotypes.

¹ See Appendix 2 for the breakdown of the components and sub-components of the Assessment Criteria.

² The BNTFOs were subsequently renamed 'Implementing Agencies' (IAs) in the BNTF 7 and 8 programmes.

- Evidence presented in the 2015 survey³ that canvassed IA staff and project beneficiaries indicates a high level of satisfaction with the infrastructural improvements delivered under the BNTF 6 programme. Unprecedented road access, building and renovations to enhance the quality of health care services, possibility of improvements in educational performance of children and youth, and the creation of long and short term employment opportunities through skills development and Small and Medium Enterprise (SME) initiatives are visible indications of these results.
- Another intervention rated as effective by beneficiary groups was Skills Training, with a cautionary note that while skills were introduced and/or developed, complementary measures were required to optimize the impact of training to achieve sustainability and employment.
- The review identified a need for a gender analysis to establish the distribution of benefits to males and females, taking account of the economic activity engendered by the BNTF, and the employment and income that accrues to direct and indirect beneficiaries.
- Counterpart funding, community participation and availability of consultants were among the risks identified at the inception of the programme. While counterpart funding has been a concern for some countries mainly in the timeliness of disbursements by Government, in others it has not emerged as an issue.
- Community leadership has been successfully nurtured through some SPs. The dynamics, however, vary in countries, influenced by a range of factors including cultural practices, time availability, gender issues and political motivation. A troubling issue in this regard are the instances of partisan interests intruding on community targeting processes. While it is important for local and national government authorities to partner with Community Based Organizations (CBOs) to ensure that SPs are aligned to national priorities, and can be sustained, this collaboration is best achieved in an open and transparent manner, ensuring the avoidance of partisan suasion.
- The effectiveness of the Project Management Committee (PMC) has been called into question in some countries, while in others, the mechanism works satisfactorily.

The sustainability of the programme has been assessed in relation to:

- the financial investments necessary to extend its reach: Without the funding provided by the Bank, the programme would not be possible.

³ International Development Management Advisory Group Inc. (IDMAG) in association with Ticon Development Consulting Associates (2015). Analysis of Surveys of Stakeholders Project Completion and Programme Closing Reports Basic Needs Trust Fund 6th Cycle.

- continuity of programme activities: While there is limited evidence of some activities in BNTF 6 being followed through in BNTF 7, or of beneficiaries in one cycle participating in a future cycle, the BNTF programmes are distinct. These have benefited continued engagement under BNTF 7 and 8.
- opportunities for partnerships: long-term partnerships have been developed where the IAs were involved in more than one SP, particularly with utility companies and government ministries of education, health and works.
- Opportunities afforded to beneficiaries beyond the programme: while there are numerous exemplary cases of successful SP interventions, there is currently no mechanism to track the impact of the programme on participants in areas such as the use of health services, performance in the education system, products introduced to the market or jobs secured.

3. Organization of the Report

The report is structured in 10 sections. Following the Introduction in Section A, Section B explains the scope of the report, elaborating the objectives of the BNTF 6 programme, the rationale for the report and the methodology used to derive findings and the analysis. Section C examines the financial status of the programme, with reference to the original budget, revised allocation and disbursement patterns. Approvals, completions and cancellations of Su-Projects are documented and assessed. Section D explores the institutional setting in which the programme was carried out, with reference to structural arrangements and institutional capacity issues of the IAs. Section E documents outputs of the BNTF 6 programme, while Section F addresses approaches to Results Management in relation to the poverty reduction mandate of the BNTF. Section G reflects on the performance of the programme in integrating cross-cutting themes of gender, disaster and risk mitigation, and environmental concerns. Section H discusses the sustainability of the programme, followed by Section I, which offers perspectives on the performance on the entire programme. The concluding Section J provides a summary of findings and recommendations emanating from the review.

B. BACKGROUND, RATIONALE AND METHODOLOGY

2. Introduction

2.1 Background, Objectives and Rationale

The main objective of the BNTF 6 programme was “to improve, in a sustainable and gender sensitive manner, the living conditions of people living in poor communities by:

- a. expanding and conserving the stock of social and economic infrastructure using labour intensive measures and community mobilization to enable access to a wide range of basic public services.
- b. improving the human resource base through skills development and social readjustment.
- c. promoting and strengthening community organizations and their capacity for initiating and managing change.”

2.2 Poverty and the relevance of the BNTF Programme

- While poverty remains endemic in the region, constraining livelihood hopes for an average of 33 percent of the population in the countries⁴, there have been modest breakthroughs, and reported decreases in poverty and indigence in some BMCs.
- Unemployment is reported to have increased in most Caribbean countries. In a newly released report, St. Lucia has been noted as one of the countries with the most severe increase in unemployment.⁵
- The impact of climate change and natural disasters on the social and economic stability of the region pose an unrelenting threat to the development prospects for all countries. According to the World Bank, natural disasters in the OECS countries can contribute to as much as 20 percent of observed variances in GDP growth.⁶
- Indications are that tourism-oriented service economies are more resilient and capable of withstanding adverse currents of economic change⁷, as well as being less prone to poverty. Employment opportunities are more favourable in these economies.

⁴⁴ CDB. (2008) Caribbean Development Bank Staff Report on Basic Needs Trust Fund Sixth programme. For consideration at the Two Hundred and Thirty-Second Meeting of the Board of Directors on July 24, 2008.

⁵ ECLAC. (2016) Economic Survey of the Caribbean 2015: Balancing economic recovery and high debt in the Caribbean. [Online]. Available from: <http://www.cepal.org/en/publications/39857-economic-survey-caribbean-2015-balancing-economic-recovery-and-high-debt>

⁶ World Bank. (2011) Eastern Caribbean Regional Disaster Reduction Project. [Online]. Available from: [http://www-](http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2011/06/07/000356161_20110607013548/Rendered/PDF/616500PAD0P1170e0only0900BOX361480B.pdf)

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⁷ World Bank. (2007) Social Development and Infrastructure: Working in Partnership for Sustainable Development. [Online]. Available from: <http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362->

- Arresting data on the magnitude of youth poverty documented in all the Country Poverty Assessments (CPAs), and the prevalence of the working poor as an established grouping in several countries, warrant close attention to the definition of vulnerable, and consideration of measures to address poverty that reach into the policy domain.

In countries beset by global economic uncertainties, poverty continues to dominate the regional development agenda, and mitigating measures remain ever more relevant. Fragile economies are hard pressed to resist and overcome dangers posed by climate change and unsustainable environmental practices. Poverty in the region, found in mainly rural settings, is characterised by restricted access to basic services, and is associated with high unemployment, low education levels, and affecting youth, women and indigenous people who face higher unemployment levels. The direct interventions of the BNTF in reversing these trends continue to be as crucial as they were at the start of the programme in 1979.

Target groups

- BNTF 6 resources aimed for the most vulnerable in the poverty stricken communities: unemployed youth, the elderly, mentally and physically challenged persons, displaced farmers, teen mothers, unemployed males and females.

Gender/ethnic issues

The programme approach took careful note of factors that might accentuate the experiences of poverty and deprivation. Among them, gender and ethnicity were features of community needs assessments that resulted in focused interventions targeting certain groups in the communities.

Observed demand for services

The BNTF programme involves a multi-dimensional approach to providing or improving access to physical infrastructure and services, skills enrichment to enhance the potential of vulnerable persons to be employment ready, and creating opportunities for community-driven responses to needs identified by the communities.

Geographical areas of focus

Ten Participating countries (PCs) were: Belize, Commonwealth of Dominica, Grenada, Guyana, Jamaica, Montserrat, St. Kitts & Nevis, St. Lucia, St. Vincent & the Grenadines and Turks & Caicos Islands.

2.3 Programme Components

The sixth BNTF cycle commenced in 2009, and was implemented over the 2009-2015 period. It encompassed the following national and regional components⁸:

1164107274725/3182370-1164201144397/SDV&Infrastructure-web.pdf?resourceurlname=SDV&Infrastructure-web.pdf

⁸ CDB. (2008) Caribbean Development Bank Staff Report on Basic Needs Trust Fund Sixth programme. For consideration at the Two Hundred and Thirty-Second Meeting of the Board of Directors on July 24, 2008.

2.3.1 Basic Infrastructure

- (a) Water and Sanitation: Water reservoirs/tanks, supply and distribution lines constructed/extended to provide potable water. The construction or refurbishment of public toilets/baths/laundry facilities in remote communities.
- (b) Education: Construction, upgrading and extension of educational facilities, including new or expanded pre-schools.
- (c) Day-Care Centres for Children: Construction, upgrading and extension of day-care centres.
- (d) Health: Construction, upgrading and extension of primary health clinics and community hospitals.
- e) Physical Welfare of Vulnerable Persons: Construction, rehabilitation or extension of facilities that provide day-care facilities, enhance the physical environment of the elderly, persons with disability, half-way houses for victims of domestic violence, the infirmed or youth or children at risk.
- (f) Production-Related Infrastructure: Construction or rehabilitation of craft and produce markets, small-scale production and marketing infrastructure and infrastructure related to the conservation of natural resources, culture and heritage.
- (g) Access: Rural roadways, drains and footpaths constructed or upgraded would provide continuous all-weather usage and to mitigate flooding and soil erosion.
- (h) Maintenance: This component was used to assist beneficiaries with the maintenance of basic social and economic infrastructure.

2.3.2 Integrated Community Sub-Projects

BNTF launched a pilot project in which selected BMCs would design SPs with mixed beneficiary groupings and bringing together community resources to achieve holistic solutions to community issues.

2.3.3 Skills Training

Skills training covered three dimensions:

- Integrated Skills Training
- Livelihood Enhancement Skills
- Community Capacity-Building Skills

2.3.4 Local Institutional Strengthening (LIS)

LIS created a capacity-building provision in which CDB funded a portion of costs associated with: selected project staff; provision of hardware and software as well as training in the use of MIS software applications; intranet facilities; travel and other expenses of the PSC; social marketing

activities; and the preparation/revision of the PRAP for each country to guide project implementation.

2.3.5 Local Project Management

Local Project Management was aimed at enhancing the operations of the PSC and IA.

2.3.6 Technical Services

Through the provision of technical assistance, CDB planned to increase responsibilities and accountabilities to BMCs for project implementation. A key contribution to this process was the installation of a new position, that of Project Engineer (PE), to complement the IA staff resources.

2.3.7 Regional Coordination

Resources were provided to build capacity to improve programme approaches, techniques, strategic interventions on selected poverty issues, and the use of ICTs to support community networking and knowledge sharing.

2.4 Central Questions

The questions guiding the review and analysis of BNTF 6 were stated in the Template and Guidance for the Preparation of the BNTF 6 Programme Closing Report, and focused on the following dimensions:

(a) **Relevance:** To what extent was BNTF 6 relevant in responding to the region's poverty alleviation, social/economic infrastructure and human development needs as anticipated? How was the shift to the new approach implemented?

(b) **Results and Reporting Frameworks:** How was the results framework of the Programme (objectives, performance indicators, targets, monitoring and reporting systems) structured ex-ante and how did it function during execution?

(c) **Effectiveness:** What can we say about the effectiveness of BNTF 6? What results were achieved? Were the target beneficiary groups reached?

(d) **Programme Design Elements:** What special design features and cross-cutting themes were introduced into the design, and how were they taken into consideration during implementation?

(e) **Efficiency:** How efficiently was the Programme executed? What significant operational, efficiency, implementation and coordination issues or risks emerged, and why? What risks were foreseen at the design stage, and how were they addressed during execution?

(f) **Organizational Structure of the Programme and BNTF 6's Contribution to Institutional Development:** How was the Programme organized, how did it function? What was the contribution of BNTF 6 to institutional development of implementing agencies, stakeholders and target beneficiaries? What challenges emerged?

(g) CDB Supervision: How did CDB carry out its supervision responsibilities, and were there any implications for Programme implementation?

(h) Ongoing Challenges and Follow Up: What key recommendations were noted in the independent Mid-Term Evaluation (MTE), and how were they addressed?

(i) Lessons Learned and Good Practices: Generally what lessons were learned, and what good practices were observed? What key sustainability issues emerge?

(j) Findings and Recommendations: Based on the analysis of the Programme's experiences and performance, what main findings and recommendations can be distilled? What have we learned for the way forward?"

With a total budget of \$41.5 million, comprising CDB's grant contribution of \$32 million and \$9.475 million from the 10 beneficiary Governments over the period 2008 to 2014, the programme was resolved into two major components: country projects and regional coordination. The original dates for implementation and disbursement of BNTF 6 covered the period 2008 to 2012.

2.5 Methodology

The preparation of the Programme Closing Report (PC R) and Project Completion Reports for 7 countries was largely a desk-based exercise, carried out between September and November, 2015. Primary sources of data were obtained through Skype interviews with selected stakeholders, email and telephone communication. The Programme Closing Report drew on the findings of the nine (9) Country Project Completion Reports.

2.5.1 Secondary data sources

A content analysis of BNTF-related documents included:

CDB corporate planning documents: Among the documents examined were the 2012 Medium-Term evaluation, annual reports, financial reports, the BNTF 6 Board Paper for Discussion SDF strategic planning and reviews; and findings of Previous BNTF Evaluations and a Draft BNTF 7 Staff Report.

Country-specific documents: Statistical data, records and selected reports of beneficiary countries, beneficiary surveys, Community Needs Assessments (CNAs) and Organizational Needs Assessments (ONAs), case studies and videos, programme and sub-project documentation of BNTF 6 (regional component and country projects), Annual Project Performance Reports (APPRs), Sub-Project Monitoring Reports (SPMRs), Sub-Project Completion Reports (SPCRs), Performance Audits, minutes of meetings of Oversight Entity, the PCR workshop report (March 2015), the PCR inception report (2014).

Regional programme documents: Documentation on the various activities funded under the BNTF 6 Regional Programme component included training and capacity-building activities on programme-related themes such as Early Childhood Development, and tour guiding; monitoring

and evaluation systems; technical civil engineering and participatory community development methods. A full inventory of regional programme activities is contained in Appendix 5.

Case analysis: In the BNTF 6 Programme there were a number of exemplary projects, such as the Women in Agriculture Langley Park cooperative in St. Vincent and the Grenadines.⁹ A selection of cases highlighting issues, successes and gaps contributed to the analysis.

2.5.2 Primary data sources

In the first stage of the consultancy, a visit was undertaken to the CDB's office in Barbados, where BNTF staff and other key staff were consulted. Following the visit to Barbados, the consultant visited two BMC countries. Interviews were structured using interview guides presented in Appendices 3 and 4.

Interviews: Interview questions were formulated in line with the guidance provided in "Assessment Criteria and Key Issues for the BNTF 6 Programme Closing Report (including the Project Completion Reports)," reproduced as Appendix 2.

Field visits: The purpose of the visits was to obtain first hand insights on the programming environment and to probe in depth the issues itemized in the Assessment Criteria. Countries were selected in consultation with the CDB BNTF staff. In the two countries visited during the third week of October 2015, meetings were convened with the IA staff at the beginning and end of the mission, as well as with current and former members of the PSC/OE.

Survey Findings: Data obtained from a 2015 survey of stakeholders in the BNTF 6 programme¹⁰ were analyzed as part of the evidence base for the assignment. The survey informs on a range of issues including how effectively the IAs are operating, beneficiary assessments of SPs, accountability to stakeholders, performance PC, and the impact of the BNTF 6.

2.5.3 Analysis of the findings

Qualitative data generated from stakeholder interviews and questionnaire responses from the 2015 BNTF 6 Survey Report informed perspectives on factors affecting the programme impact. Quantitative data was sourced from the content analysis and questionnaire responses indicating statistical trends in the PCs. Descriptive statistics were displayed using various diagrams and tables.

2.5.4 Limitations

The review was encumbered by certain limitations. A major one was the data sources available for analysis: Limitations include data gaps in SP files as well as in the BIS which stores SP status reports, SPPRs and SPCRs. There were in some cases inconsistencies in data on SP finances

⁹ Caribbean Development Bank. (2015) Annual Report 2014. [Online]. Available from: <http://www.caribank.org/publications-and-resources/annual-reports>. p 29.

¹⁰International Development Management Advisory Group Inc. (IDMAG) in association with Ticon Development Consulting Associates (2015). Analysis of Surveys of Stakeholders Project Completion and Programme Closing Reports Basic Needs Trust Fund 6th Cycle.

obtained from the BIS and from the IA. Furthermore, the nomenclature in the BMC Combined Reconciliation files varied with the countries.

Another limitation centred on the data gathering process: For the two PCs that were visited, the extent of the data gathered, and the opportunity to visit SP sites, generated a deeper appreciation of the institutional setting of the IA and the programme activities implemented on the ground. For the five PCs that were not visited, virtual communication methods of gathering data restricted the range of informants, necessitating reliance on opinions of a limited number of interviewees and on secondary data sources. As the process was confined to discussions with mainly the IA and the OE, opinions of beneficiaries were not solicited. Beneficiary assessment views were elicited from the results of the 2015 Survey of IAs.¹¹

¹¹ Op Cit.

SECTION C – FINANCIAL INFORMATION – APPROVALS COMPLETIONS AND CANCELLATIONS

3. Financial Analysis

3.1 Performance against BNTF 6 Budget

The total budget of US\$41,475 million was broken down into three (3) components: Country Projects, US\$34,075; Technical Services, US\$5,000 and Regional Coordination, US\$2,400. The first two components were dedicated to country activities while the third supported regional inputs to complement country projects. The total of US\$41,475 consisted of US\$9,475 to be contributed by Governments and US\$32,000 to be contributed by CDB.

In the revised allocation, the total budget of US\$41,475 was reduced to US\$30,100. The major decrease was in the Country Projects component, which was scaled down from US\$34,075 to US\$24,600. The technical Services component was reduced from US\$5,000 to US\$3,097, while the Regional Coordination component increased slightly, from US\$2,400 to US\$2,403.

Table 1: BNTF 6 Summary of Budget, Revised Allocation and Disbursement

Components	Total Budget	CDB Allocation	Total Disbursed	% Disbursed
Total - Country Projects	34,075	24,600	22,964	93.3
Total - Technical Services ⁵	5,000	3,097	2,252	72.7
Total - Regional Coordination ⁵	2,400	2,403	2,403	100.0
TOTAL - BNTF 6	41,475	30,100	27,619	91.8

3.2 Approvals and Disbursements of CDB and Counterpart Funds

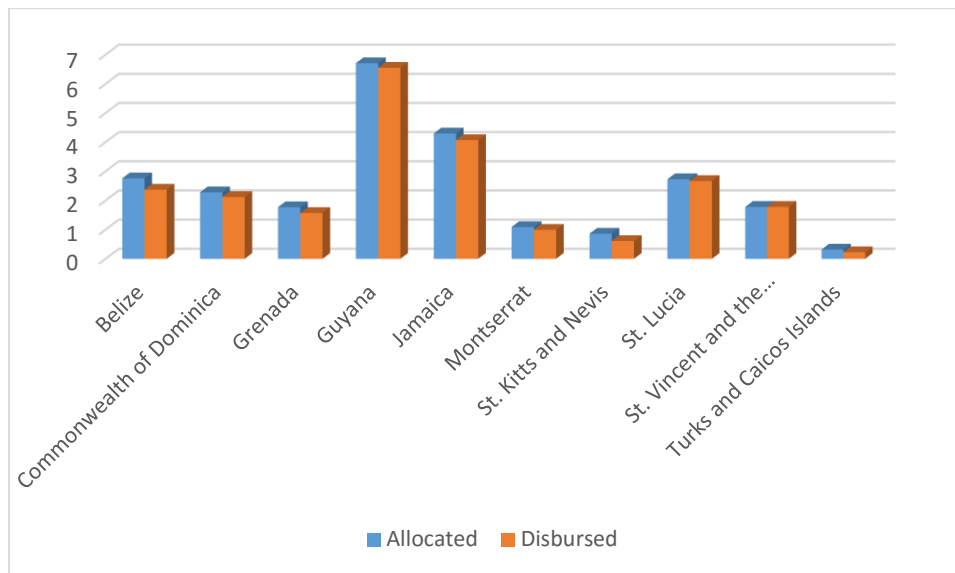
Against the total revised allocation of US\$30,100 million, 91.8 percent of the funds, US\$27,619 was disbursed. The greatest shortfall in spending was in the Technical Services component, in which US\$2,252 million was spent against the revised allocation of US\$3,097 million (72.7 percent disbursed). The allocation to Regional Coordination was fully spent, while for Country Projects 93.3 percent of the allocation was disbursed. Table 1 summarizes the budget, revised allocation and disbursement, for which details are supplied in Tables 2 and 3, and Figure 1.

Table 2: BNTF 6 Sub-Project Allocation and Disbursement by Country as of December, 2015

Country	Allocation ^v			Disbursement			% of CDB Allocation Disbursed	% of Total Allocation Disbursed
	Total	Government	CDB	Total	Government	CDB		
Belize	3,293,493	658,699	2,634,794	2,798,494	561,803	2,236,691	85	85
Dominica	2,650,478	530,096	2,120,382	2,428,930	438,133	1,990,797	94	92
Grenada	2,019,357	403,871	1,615,486	1,814,473	395,970	1,418,503	88	90
Guyana	8,039,329	1,607,866	6,431,463	7,857,396	1,587,199	6,270,197	97	98
Jamaica	5,157,387	1,031,477	4,125,910	5,451,411	1,865,679	3,585,732	87	106
Montserrat	1,237,342	247,469	989,873	1,148,999	239,487	909,512	92	93
St. Kitts and Nevis	917,048	183,410	733,638	647,513	133,155	514,358	70	71
St. Lucia	3,166,554	633,311	2,533,243	3,308,328	824,638	2,483,690	98	104
St. Vincent and the Grenadines	2,053,075	410,615	1,642,460	2,108,003	465,253	1,642,750	100	103
Turks & Caicos Islands	383,756	76,751	307,005	291,263	65,164	226,099	74	76
TOTAL	28,917,819	5,783,565	23,134,254	27,854,810	6,576,481	21,278,329	92	96

Data pertains to Large Sub-Projects, Small Sub-Projects and Skills Training only ¹²

Figure 1: BNTF 6 Percentage of grant funds allocated and disbursed

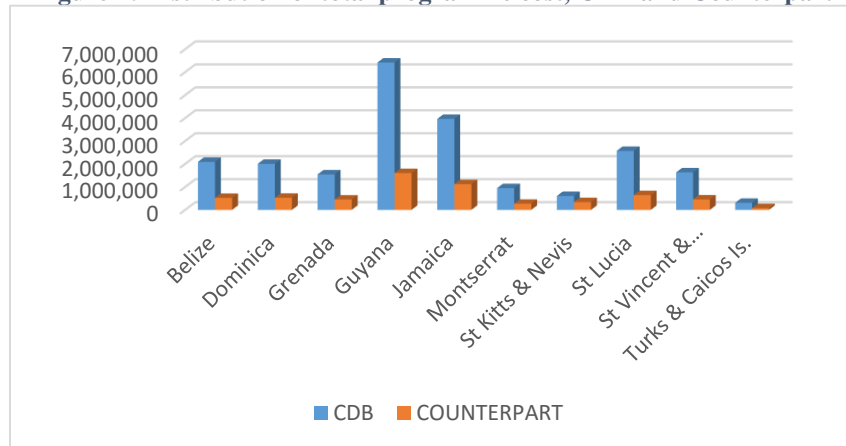


¹² BNTF 6 Board Paper. Op. Cit. Appendix 4.2

Table 3: BNTF 6 Detailed Grant Budget, Revised Allocation and Disbursement

Components	Revised Allocation	Disbursed							Total
		2009	2010	2011	2012	2013	2014	2015	
COUNTRY PROJECTS									
Belize	2,760,515			801,230	901,026	203,337	432,097	34,397	2,372,086
Commonwealth of Dominica	2,282,608				269,917	661,105	760,523	425,696	2,117,242
Grenada	1,769,979	574,040	136,604	177,353	61,332	556,642	65,319	1,571,290	
Guyana	6,710,000		601,237	1,403,020	1,654,740	2,556,443	332,992	6,548,431	
Jamaica	4,297,830	985,702		1,875,624	1,210,957			4,072,283	
Montserrat	1,086,496			5,479	250	851,024	135,543	992,296	
St. Kitts and Nevis	863,535			23,341	253,628	264,527	68,447	609,942	
St. Lucia	2,731,879		429,929	541,443	589,509	780,130	333,232	2,674,242	
St. Vincent and the Grenadines	1,780,153		229,967	509,433	551,585	351,186	137,982	1,780,153	
Turks and Caicos Islands	317,005		133,013	72,273	20,812.50			226,099	
Total - Country Projects	24,600,000	-	1,559,743	2,331,980	5,778,908	5,207,255	6,552,572	1,533,607	22,964,064
TECHNICAL SERVICES									
Belize	245,081		44,786.61	67,130.96	11,611.26	44,425		167,954	
Commonwealth of Dominica	316,082	3,217.48	57,151.96	35,730.03	70,056.98	32,876	32,028	231,061	
Grenada	211,700	46,892.02	1,937.64	14,796.47	39,497.78	73,968	5,333	182,425	
Guyana	881,486		112,944.50	144,224.60	247,791.28	225,476	69,441	799,877	
Jamaica	479,657			72,424.70	48,782.30			121,207	
Montserrat	157,609			9,200.00	39,761.02	59,104	20,298	128,362	
St. Kitts and Nevis	123,681			3,339.64	21,301.11		23,925	48,565	
St. Lucia	341,734	9,891.75	119,886.39	31,054.06	44,518.90	55,111	55,587	316,049	
St. Vincent and the Grenadines	286,404	42,384.50	51,884.67	77,311.23	33,206.06	15,050	1,670	221,506	
Turks and Caicos Islands	53,534	7,885.00		9,105.75	15,713.32	2,694		35,398	
Total - Technical Services⁵	3,096,968	-	110,271	388,592	464,317	572,240	508,704	208,281	2,252,405
REGIONAL COORDINATION									
Project Launch Workshops	85,773	17,050	41,915	26,808				85,773	
Training and Attachments	89,179		-		2,624	86,555		89,179	
Travel and per Diems	549,642	43,894	195,054	36,433	176,425	97,837		549,642	
Administrative Support	519,208		71,592	124,170	127,185	196,260		519,208	
MTE and Seminar	211,870		-	157,970		53,900		211,870	
Regional Programme Support	672,095	40	29,068	273,673	26,043	343,271		672,095	
M&E	275,265	28,980	-			246,285		275,265	
Contingencies ⁴	-		-					-	
Total - Regional Coordination⁵	2,403,032	-	89,964	337,629	619,054	332,277	1,024,107	-	2,403,032
TOTAL - BNTF 6	30,100,000	-	1,759,978	3,058,201	6,862,280	6,111,772	8,085,383	1,741,888	27,619,501

Figure 2: Distribution of total programme cost, CDB and Counterpart



3.3 Allocations of CDB and country funds to types of sub-projects by country

Consistent with the agreed cost-sharing formula stipulated under the BNTF 6 programme, the distribution of CDB grant and counterpart funds for BNTF 6 came close to the recommended formula of 80/20, with the CDB contribution accounting for 78.6 percent of the total cost, and Governments’ counterpart contribution making up 21.4 percent of the total cost. The country details are highlighted in Table 2.

3.4 Disbursements

Yearly percentages of disbursements over available balances for the entire execution period, year by year breakdown by fund, are presented in Table 3.

Table 3: BNTF 6 Cumulative Grant Disbursements, Percentages

	2009	2010	2011	2012	2013	2014	2015
Belize	0%	0%	32%	70%	80%	98%	100%
Commonwealth of Dominica	0%	0%	0%	13%	44%	80%	100%
Grenada	0%	37%	45%	57%	60%	96%	100%
Guyana	0%	0%	9%	31%	56%	95%	100%
Jamaica	0%	24%	-	70%	100%	-	-
Montserrat	0%	0%	0%	0.6%	0.6%	86%	100%
St. Kitts and Nevis	0%	0%	0%	4%	45%	89%	100%
St. Lucia	0%	0%	16%	36%	58%	88%	100%
St. Vincent and the Grenadines	0%	0%	13%	42%	73%	92%	100%
Turks and Caicos Islands	0%	0%	59%	91%	100%	-	-

Figure 3: Percentage disbursed to Country Projects

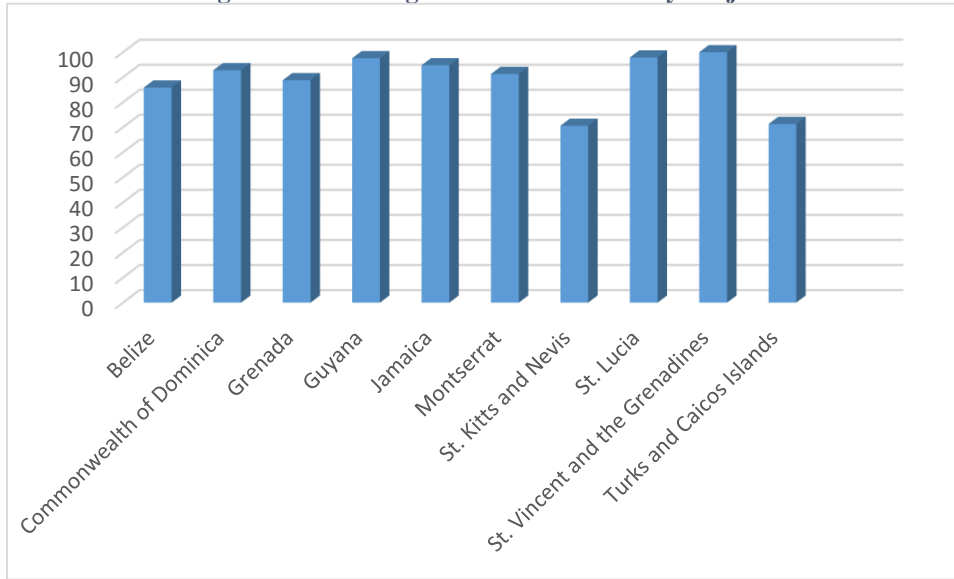


Figure 4: BNTF 6 grant allocations and disbursements by country

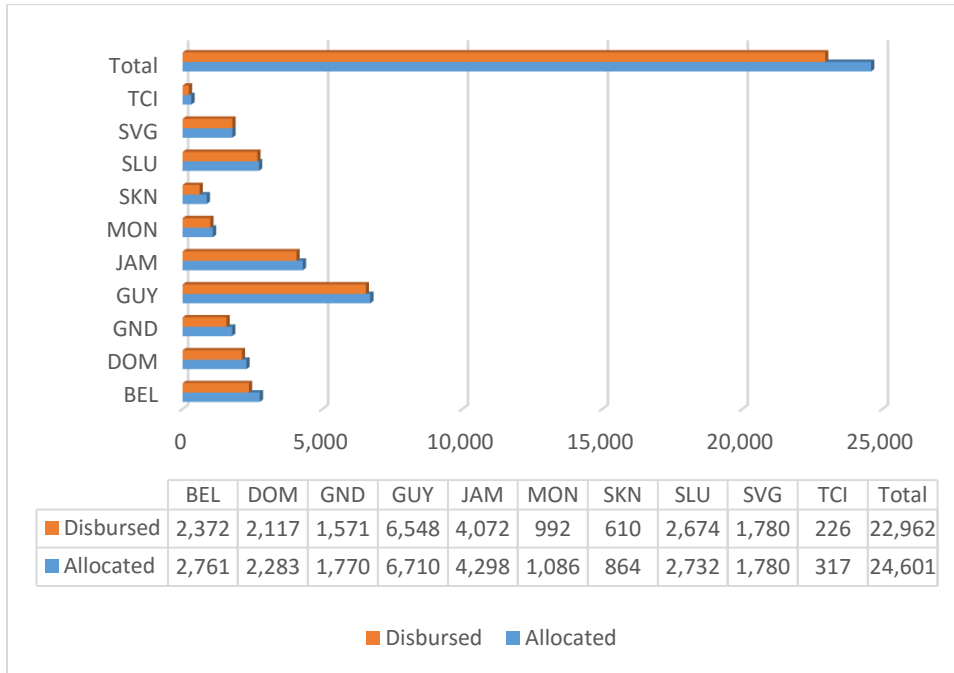
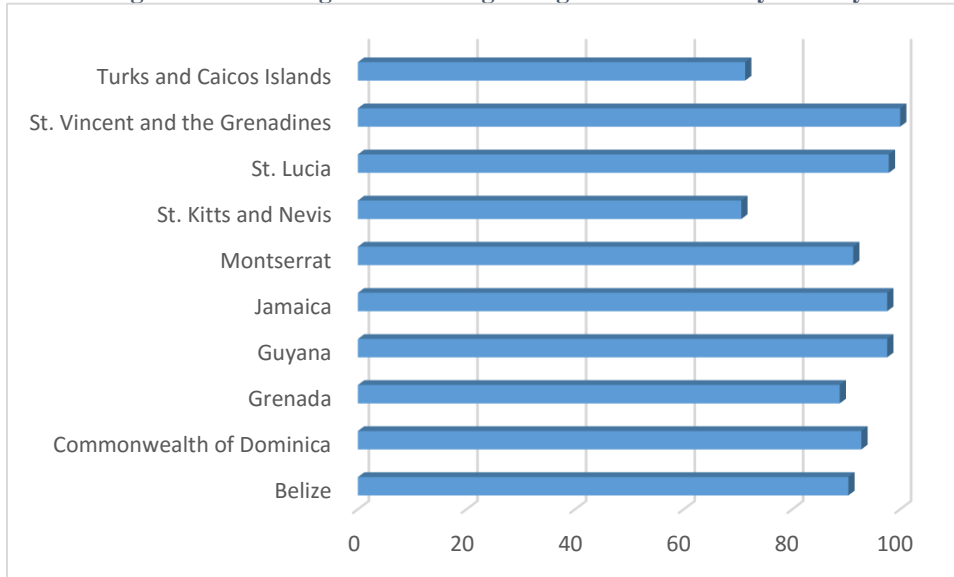
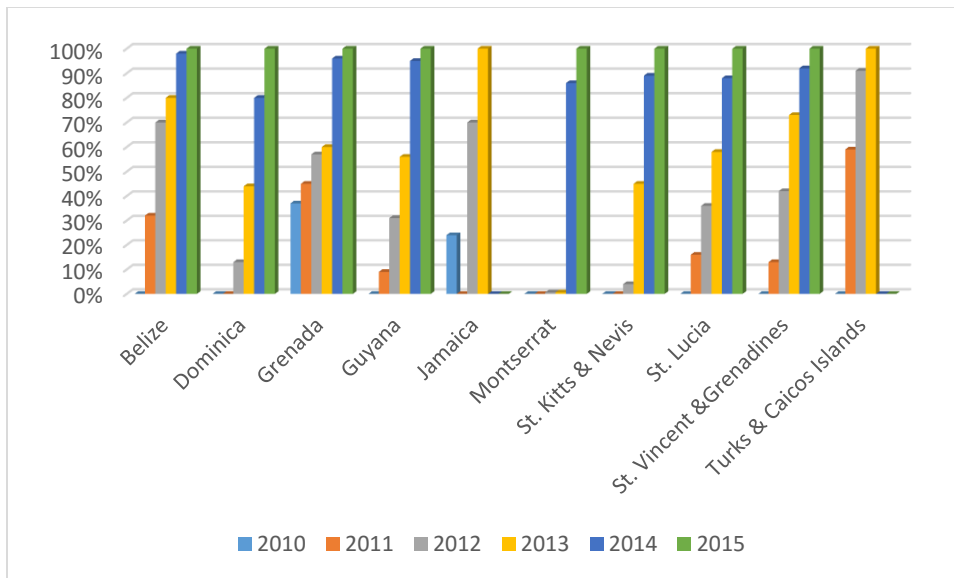


Figure 5: Percentage disbursed against grant allocation by country



At the projected terminal disbursement date (TDD) of December 12, 2012, all countries were short of meeting the disbursement deadline, the most advanced being TCI, Jamaica and Belize. By 2013, Jamaica had achieved a 100 percent disbursement of the CDB grant, with Belize and St. Vincent and the Grenadines following, at disbursement levels of 80 percent and 73 percent respectively. For most countries, the surge in disbursements occurred in 2014 and 2015, as Figure 6 shows.

Figure 6: Percentage of grant funds disbursed by country and year, 2010-2015



Systems-related issues, staff capacities and proficiencies, human resource capacity issues of the IA, the degree to which Governments can meet their side of the agreement and other factors account for the differences observed in the pace of disbursement. These issues were aired during the course of the consultation.

3.5 Completed sub-projects

The list and amounts of completed Sub-Projects completed by sector/area for each country is presented in Table 4. Figures 7 and 8 display the total cost by sectors and country, with reference to the CDB grant and the counterpart contributions.

3.5.1 Sectors supported

Figure 7 confirms the predominance of education as the sectoral priority in actual funding to BNTF 6 SPs. Expenditure on Water systems followed, with Access, Health, Vulnerable Groups and Skills Training in the next order of financing. Maintenance, market support and Early Childhood Education consumed the least funds. As would be expected, the largest sums spent related to infrastructure.

As for the sectors prioritized by the countries in SPs undertaken, Education and Skills Training were also indicated as the sectors supported by all countries, with the exception of TCI. Eight of the 10 countries addressed Health and Vulnerable Groups, while seven dealt with Access, and six focused on water supply systems. Only four countries supported SPs in Production Related Infrastructure. Community Markets, Maintenance and Day Care were the focus of a smaller sub set of countries. Table 4 refers.

Table 4: BNTF 6 Distribution of Sub-Projects by Sector and Total Cost, US\$

COUNTRY	Access	Education	Day Care	Skills Training	Water	Health	Production	Vulnerable Groups	Community Market	Maintenance	Total
Belize	-	1,057,657	-	107,076	969,565	203,800	-	274,887	185,510	-	2,798,495
Dominica	186,401	278,966	-	171,065	983,087	-	133,000	676,410	-	-	2,428,929
Grenada	-	1,088,513	-	120,415	64,883	145,480	-	513,478	-	-	1,932,769
Guyana	1,304,539	2,424,599	77,482	782,336	2,222,304	807,049	-	239,087	-	-	7,857,396
Jamaica	507,196	2,554,020	-	262,079	1,012,080	231,318	613,957	270,761	-	-	5,451,411
Montserrat	205,139	211,866	-	37,975	-	-	500,485	144,484	-	49,050	1,148,999
St Kitts/Nevis	178,762	256,264	-	161,901	-	50,585	-	-	-	-	647,512
St Lucia	220,153	1,128,057	-	204,034	810,823	269,027	632,487	43,747	-	-	3,308,328
St Vincent/Gren	299,419	579,932	191,088	111,927	-	925,637	-	-	-	-	2,108,003
Turks & Caicos	-	-	-	-	-	291,263	-	-	-	-	291,263
TOTAL	2,901,609	9,579,874	268,570	1,958,808	6,062,742	2,924,159	1,879,929	2,162,854	185,510	49,050	27,973,105

Figure 7: Distribution of SPs by sector and total cost

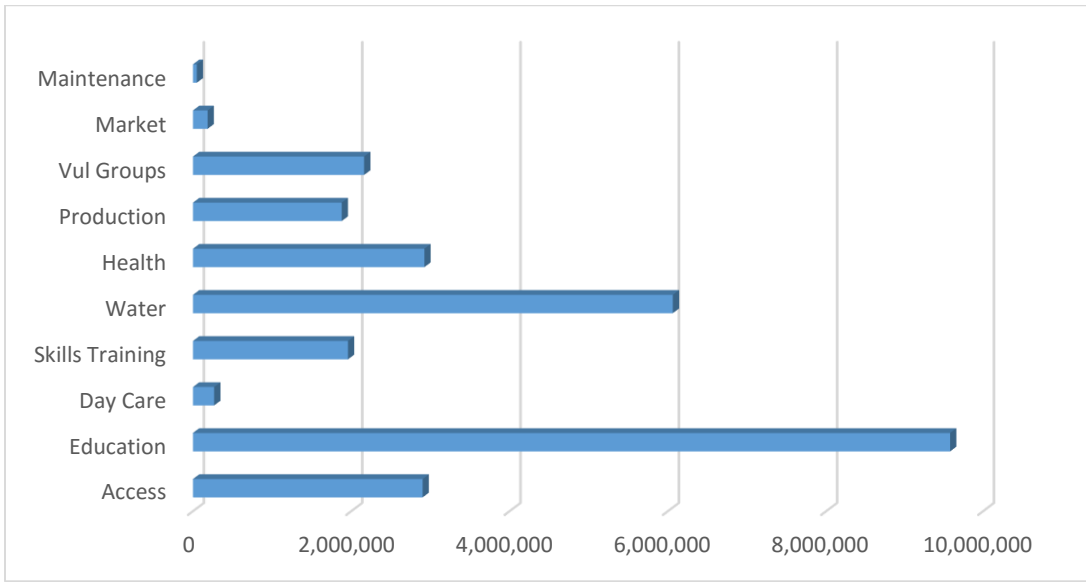


Figure 8: BNTF 6 Total Cost of SPs, CDB and Counterpart US\$

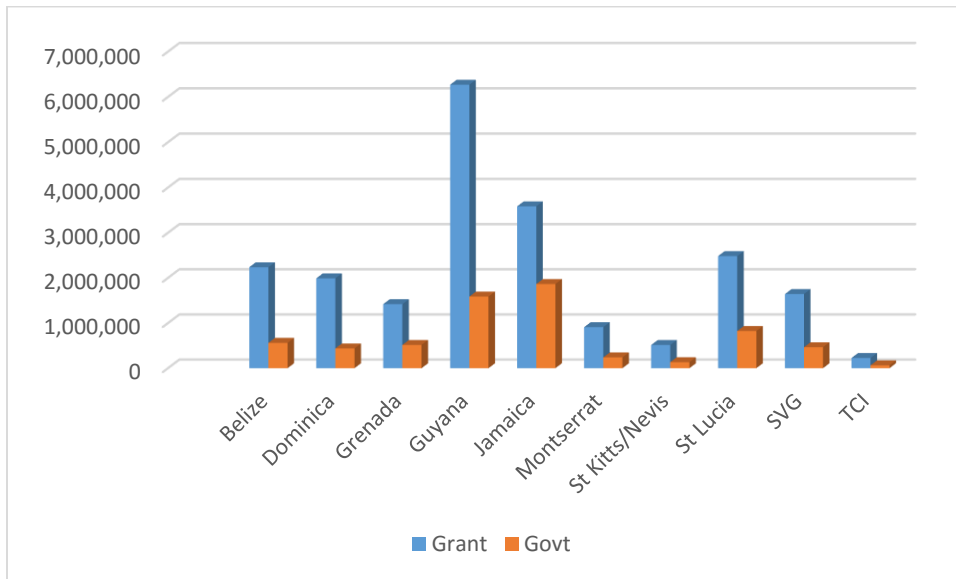


Table 5: Distribution of Sub-Project Cost, CDB and Counterpart, US\$

COUNTRY	Grant	Counterpart	Total
Belize	2,236,691	561,804	2,798,495
Dominica	1,990,807	438,122	2,428,929
Grenada	1,418,503	514,266	1,932,769
Guyana	6,270,197	1,587,199	7,857,396
Jamaica	3,585,732	1,865,679	5,451,411
Montserrat	909,512	239,487	1,148,999
St. Kitts/Nevis	514,358	133,154	647,512
St. Lucia	2,483,690	824,638	3,308,328
SVG	1,642,750	465,253	2,108,003
TCI	226,099	65,164	291,263
TOTAL	21,278,339	6,694,766	27,973,105

Source: CDB Combined Reconciliation Files

SECTION D – ORGANIZATIONAL STRUCTURE AND INSTITUTIONAL CAPACITY

4. Institutional capacity and coordination

The review of the BNTF 6 institutional capacity addressed how the Programme was organized, and how it functioned; the contribution of BNTF 6 to institutional development of implementing agencies, stakeholders and target beneficiaries; and challenges that emerged. A number of interventions made possible through the programme were considered.

- **Staffing capacity:** In the 2014 Institutional and Organizational Assessment, Belize, St. Vincent and the Grenadines, St. Lucia and St. Kitts were the only IAs considered to have a staffing capacity that was adequate to fulfill the mandate. For all other IAs with the exception of Jamaica which was not included, there are demonstrable issues framed by the gap between staffing capacity and work load expectations. Some recommendations of the assessment were being addressed by the Bank during the completion of BNTF 6 and start-up of BNTF 7.
- **Local Institutional Strengthening (LIS):** LIS was a core element in the grant portion of the CDB’s contribution. The 2014 IOA identified gaps in the knowledge of IAs of the precise purpose of the LIS.¹³ The report stated “there is considerable variation across the assessed IAs in their ability to implement and monitor the BNTF country project. The CDB has facilitated IA access to institutional strengthening opportunities, including regional trainings on management for development results (MfDR), gender and maintenance. While IA staff have confirmed the usefulness of the trainings and their acquisition of new skills, the hands-on application by IAs continues to be weak in this area through inexperience in applying MfDR skills to BNTF tasks. The implications of this gap in capability resonates throughout the project implementation process, given the risk it poses to outcomes monitoring, a significant component of the BNTF 7 project.”¹⁴
- **Authority and accountability of the PSC:** The BNTF 6 Programme had indicated as one of its strategic measures to “increase authority and accountability of BMCs by increasing PSC authority for approval of grant amounts for sub-projects to the value of US\$50,000 and the management of consultants for sub-project of similar value, where capacity exists.” This provision has not been put into effect by the PCs as they fear the risk absorbing the costs if the CDB did not approve these sub-projects¹⁵.
- **Documentation of SP approval:** Proper documentation in the minutes of PSC meetings, on how decisions on SP approval or rejection are arrived at, is sometimes lacking. This

¹³ Universalia (2014). Institutional and Organizational Assessment of BNTF Implementing Agencies Final Synthesis Report.

¹⁴ Ibid. p 10.

¹⁵ In December 2015, CDB proposed the delegated authority of IAs to operate special accounts as in the case of JSIF and BSIF, to the SDF Contributors.

concern was raised in several IA Operational Audits, and is confirmed in the present consultancy following a review of minutes of PSC meetings.

- Transition of BNTF cycles: The movement from one BNTF cycle to another requires a commitment of staff time to mobilize sector expertise, and may involve the establishment of new partnerships at the community and governmental level. While long-term partnerships have been solidified in cases where the IA is pursuing the same sectoral emphasis as in a previous BNTF cycle, a shift in the sectors often requires the acquisition of new knowledge and the nurturing of new contacts that require more investments of time on the part of the IA.

Table 6: Institutional Capacity and Coordination Issues

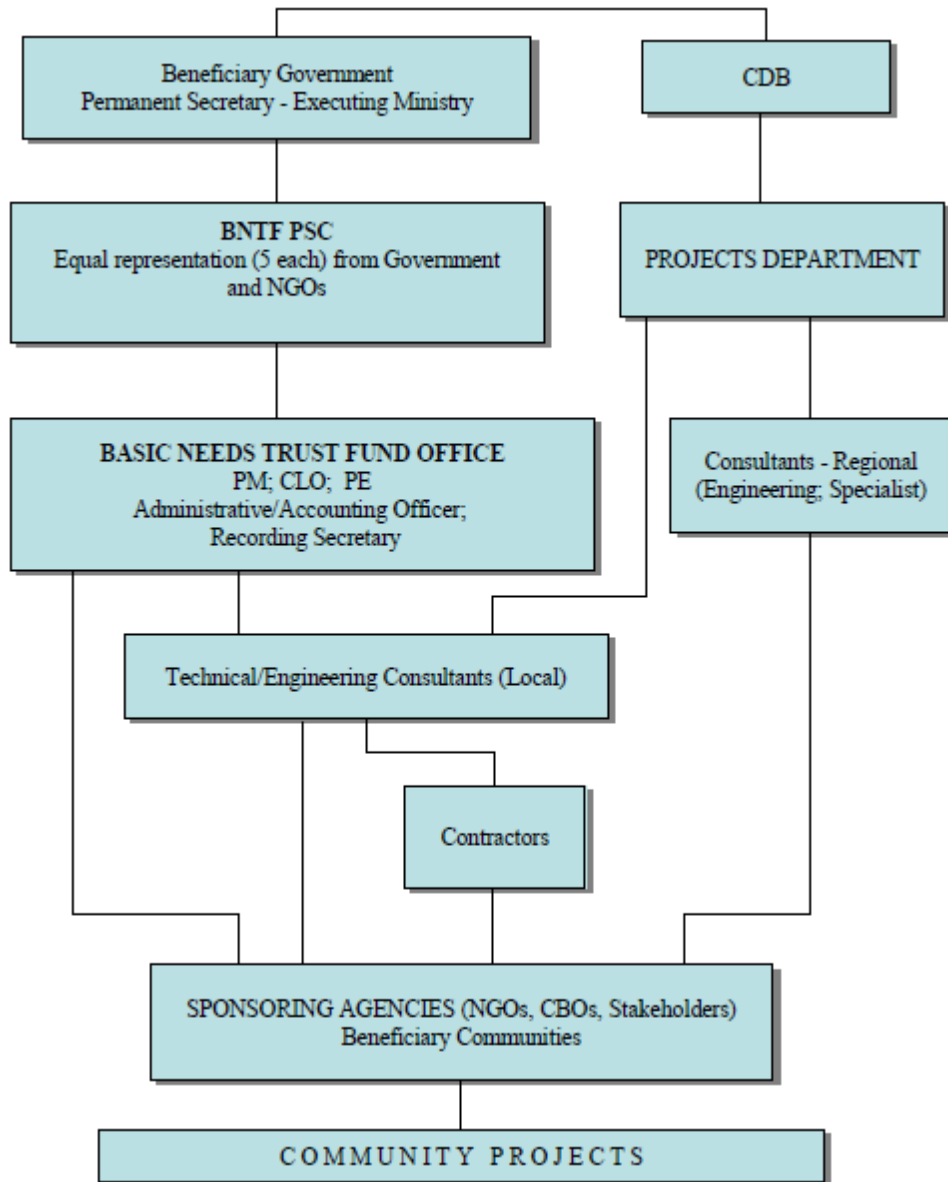
Issue	Comment
<i>Use of technical assistance</i>	<p>In the regional programme carried out under the BNTF 6 cycle, technical assistance was provided in the areas of: Results-Based Management, Evaluation and Impact Assessment; Community Participation Diagnostics and Training; Advocacy; Early Childhood Education (ECE); Tour Guiding; Infrastructure and Civil Engineering; Environmental due diligence and capacity-building in Administrative and Accounting functions.</p> <p>Findings of the current review suggest that RBM remains a challenge requiring continued inputs to build staff capacity, as does the administrative and accounting capacity in some countries, documented in the relevant Project Completion Reports. Results of the tour guide training of trainers, which improved employment options for some participants, have been encouraging, while the BNTF 6 has made measurable enhancements in the quality of ECE in the participating countries. Environmental assessment systems are gradually being implemented. Infrastructure and civil engineering improvements have been evaluated and should be addressed in future programme cycles.</p>
<i>Conceptualization of the roles of authorities, communities and BNTF Implementing Agencies [IAs]</i>	<p>BNTF 6, like BNTF 5, was conceptualized as an interface among three institutional components. A Programme Steering Committee (PSC) was charged with oversight and project administration and management. Membership would come from government ministries, NGOs and CBOs, with the PM as an ex-officio member. The IA would report to the PSC, while CDB would be the funding authority interfacing with both the PSC/OE and the IA.</p>
<i>What actually occurred on the ground</i>	<p>The hands-on role envisaged for the PSC was not uniformly found to be the practice in the countries. Minutes of PSC meetings, and stakeholder interviews, convey a more limited role for the PSC in most PCs. There is evidence of full engagement of the committee on SP approval, staffing, and specific inputs on matters such as public relations.</p> <p>Varied institutional arrangements produced different expectations and experiences in the PCs. In St. Kitts & Nevis and Montserrat, the creation of a Project Implementation Unit introduced a more layered</p>

	<p>system for reporting and supervision by the IAs. This widened the range of communications nodes and required more staff time to manage the interface among the entities. In those countries where an organizational system existed prior to the BNTF’s affiliation (Belize, Jamaica and St. Lucia) communication and supervision protocols required embedding the BNTF into operations.</p> <p>From the present review, it is not possible to discern any particular concerns. The 2014 IOA had referred this model as one worthy of further exploration for the BNTF.</p> <p>The ministerial affiliation of the IA is affected by shifts in emphasis from one programme cycle to another, and may require developing new ministerial relationships on the part of the IA.</p>	
<p><i>Explanation of project implementation constraints or delays</i></p>	<p>Country level:</p> <ul style="list-style-type: none"> • Low level of authority of the PSC/OE. • Changes in management in the IA • Staff turnover. • Interpersonal dynamics. • Material shortages, equipment failure, insufficient information from consultants to contractors, unclear supervisory procedures affecting contractors, IA and CDB. 	<p>Bank level:</p> <ul style="list-style-type: none"> • Slow pace of SP approval. • Differential status of SPs in disbursement and reimbursement provisions. • Limitations on discretionary spending by the IA was stated as an issue in SVG, where the IA felt constrained by the lack of authority to spend above certain limits.
<p><i>Assessment of CDB’s guidance and supervisory roles and responsibilities</i></p>	<p>CDB’s role is encouraging and reinforcing to the country programmes. It includes supervisory, technical (OM, Environmental, Gender Equality); capacity-building (provision of training to IA staff); guidance on governance (Belize mentioned). In all of these dimensions, IAs gained immensely from the resources of the CDB. The impression given in interviews with the staff is that of a trusting and mutually respectful relationship.</p>	

- The model displayed in the chart below was introduced in the BNTF 6 Programme document, and is typical of the institutional relationship or arrangement in each PC. Variations would be found in ministerial affiliation: in some cases the Ministry of Finance was the lead ministry; while in others, ministries concerned with Social Development and related portfolios took the lead role.
- Countries that are administering the BNTF programme through independent organizations—Social Investment Funds in Belize and Jamaica and the St. Lucia Social Development Fund—present a more varied institutional arrangement where staffing and reporting relationships are differentiated in some cases between the organization and the BNTF.
- One noticeable variation is that the chart displays a reporting and communication line from contractors through the local consultant and then to the IA. The chart does not indicate a

direct line of communication between the contractors and the IA, although this is the current *modus operandi*, and is specified in the current OM.

BNTF 6 Organizational Chart¹⁶



¹⁶ Op Cit, Appendix 3.9.

SECTION E – ANALYSIS OF BNTF ALLOCATION AND RESULTS

5. Outputs and Outcomes of Sub-Projects

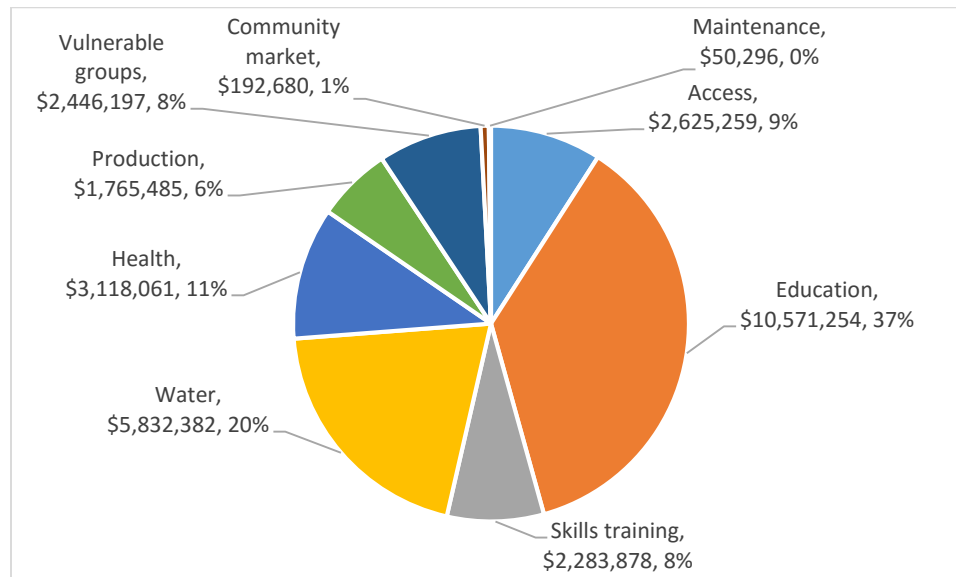
5.1 Outputs

Outputs are described and analyzed for the BNTF 6 programme by the two major components, country projects and regional coordination.

5.1.1 Country projects

Country projects covered Sub-Projects, Local Institutional Strengthening and for some countries technical services. Figures 9 and 10 highlight the summarized presentation of expenditure on Sub-Projects by sector and as a percentage of programme funds.¹⁷

Figure 9: Distribution of SPs by sector and percentage of costs



By country, Guyana led with the implementation of 83 SPs, accounting for 34 percent of the total number of SPs. Most of the countries were in the middle range averaging about 23 SPs.

Sector expenditure shows education in the lead, followed by water systems. In the middle tier are Access, Vulnerable Groups and Skills Training, while in the lower tier are Production, Community Markets and Maintenance.

¹⁷ Figures for programme funds were reported in the CDB BNTF 6 BMCs Combined Reconciliation files.

Figure 10: Distribution of SPs by country and number of SPs implemented

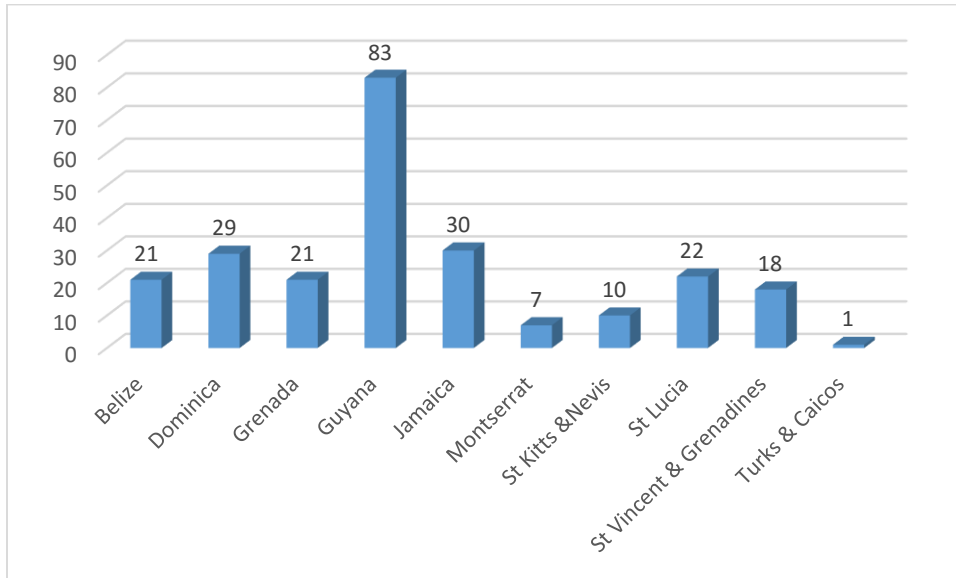


Figure 11: Distribution of SPs by sector and number of SPs implemented

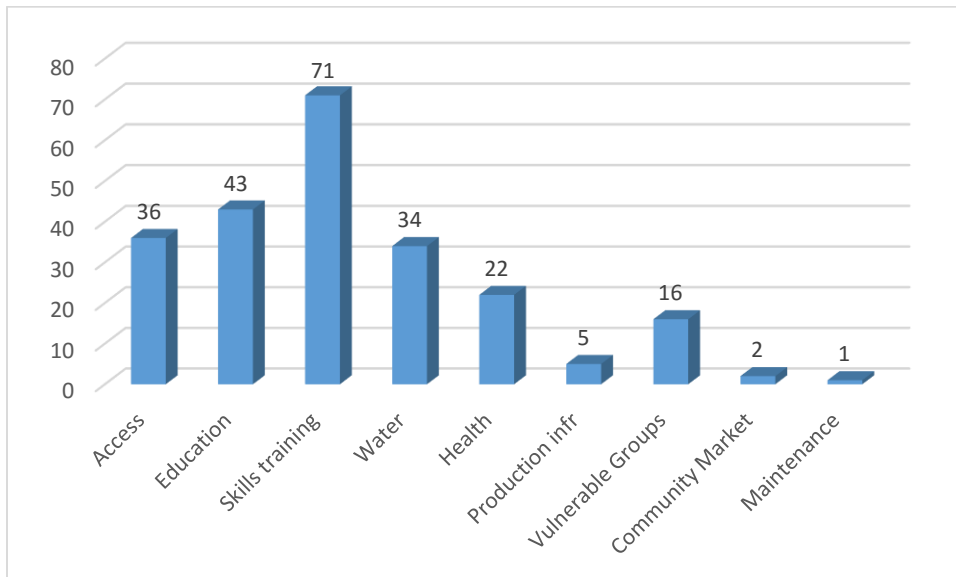
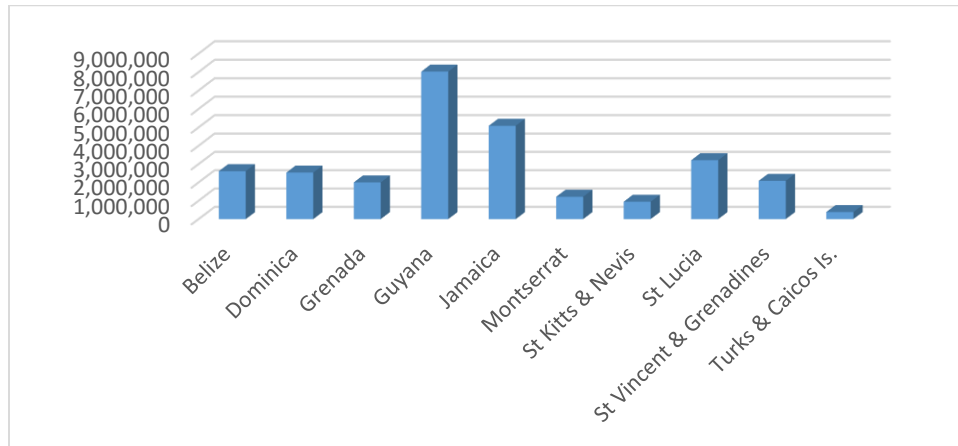


Figure 12: Distribution of SPs by country and total cost

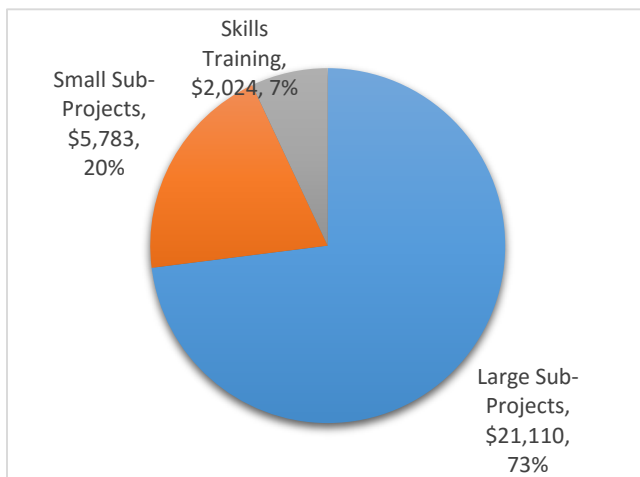


5.1.2 Large and Small Sub-Projects

Sub-Projects were also categorized by size, large and small, and included Skills Training. Of the total budget, large projects were allocated US\$ 24,110 million, small projects US\$ 5,783 million and Skills Training US\$2,024 million. The percentage distribution is conveyed in Figure 13.

The distribution of expenditure appears to correspond to the projections in the BNTF 6 Programme, where large projects received 73 percent of the total allocation to Sub-Projects, small projects constituted 20 percent, and Skills Training 7 percent of total SP budget.¹⁸ In actual terms, sectors that addressed infrastructural improvements fell into the large project category: the Education and Water sectors together accounted for 57 percent of the total cost of the country programme while the sectors of Health, Access and Vulnerable Groups together constituted 28 percent of the total SP budget.¹⁹

Figure 13: Percentage distribution of SPs by size



The importance of the sector in the overall programme may be measured by financial indicators quantifying the number and cost of SPs. A comparison of the number of SPs to outputs and outcomes envisaged in the BNTF 6 Programme is one way of establishing the priority investments. The following figures depict the quantum of resources invested in each sector. Independent variables such as funds invested may be correlated with the number of beneficiaries and sector as explanatory variables that could be analyzed

¹⁸ BNTF 6 Staff Board Paper Op. Cit. p 33.

¹⁹ The BNTF 6 projections of large and small SPs were defined for some countries and not for others.

in future assessments. Table 7 provides a perspective on the number of SPs, male and female beneficiaries, and the number of jobs created in each sector. Analysis of the data reveals answers to questions such as, Which sectors created the most jobs? Which sectors tended towards gender parity in the number of beneficiaries? Although the number of SPs has limited value as an indicator for assessing the quality of the investment and its impact, it is useful measure of the scope and sectoral spread of the SP portfolio.

Monitoring job creation through SPs is part of the periodic reporting required of IAs. Table 7 reports on general job data for each sector. A job analysis for each sector would help explain the types of jobs created and at which stages of the project cycle, whether direct or indirect employment opportunities resulted, and wages/earnings during the implementation period. The data in the table indicate the sectors generating the greatest number of jobs were Production Related Infrastructure and Skills Training. Considering that skills training sets the foundation for subsequent self-employment opportunities, job creation in this sector may be said to be indirect. In Production Related Infrastructure, in which workers are hired for specific site tasks, job creation would be more direct.

Table 7: Sectors and Outputs in BNTF 6

SECTOR	# Sub-Projects	# Beneficiaries		# Jobs ²⁰
		Male	Female	
Access	36	9,920	8,164	380
Community Markets	2	54	44	-
Day Care Centres ²¹				
Education Facilities	43	8,768	8,715	969
Health Facilities	22	22,503	21,857	502
Production	5	433	6,614	1,482
Maintenance	1	21	16	-
Vulnerable Groups	16	1,856	2,354	242
Water and Sanitation ²²	34	22,597	25,602	721
Skills Training	71	1,009	1,425	1,502
Integrated Community Sub-project				-
TOTAL	242	67,161	74,791	5,798

Sources: BIS, Country Project Completion Reports

²⁰ Only figures for Belize, Jamaica and St. Lucia were available. Belize data were incomplete. Figures combine direct and indirect employment.

²¹ Included under Education.

²² Includes water supply systems.

The number, demographics and location of beneficiaries can also be a useful indication of the reach and potential impact of the SP. An examination of the categories of beneficiaries by primary and secondary status would help to explain who benefits and at what stage of the project cycle.

5.1.2 Regional coordination

The regional component of the BNTF Programme provided programme support including capacity building, evaluations, research and design studies, coordination and administration. Notable results were documented in extension of job opportunities in the tourism sector through a tour guide training of trainers' programme; and capacity-building in the Early Childhood Education sector, and associated gains in compliance with CARICOM ECE building standards. Details of regional activities are presented in Appendix 5.

5.2 Outcomes

Outstanding developments in community infrastructure, enabled by BNTF programme investments, have transformed environments for learning, bolstered self-confidence, extended and improved access to health, and enabled small farmers and community residents to access their farms and homes.

Over the six years during which the programme was implemented, the total number of beneficiaries from the 242 SPs numbered 141,952 persons, comprising 67,161 males and 74,791 females. Employment creation was estimated at 5,798 direct and indirect openings.

While a minority of SPs encountered setbacks, the majority delivered higher standards of living in poor communities that had previously experienced deprivation. A 2015 survey of beneficiaries and IAs²³ reported on levels of satisfaction with BNTF 6 interventions, and the results confirm overwhelmingly that the interventions produced the desired changes. Figures 14 to 18 convey the responses of stakeholders to selected inputs of the BNTF 6,

5.2.1 Facilities

Education facilities: Education enhancement was one of the major success stories of BNTF 6. In the survey, about two thirds of 94 respondents representing beneficiaries, CBOs, IAs and OEs rated the effectiveness of education facilities as highly satisfactory, while about one third rated them as satisfactory.²⁴

²³ International Development Management Advisory Group/Ticon Development Consulting Associates. (2015) Analysis of Surveys of Stakeholders in BNTF 6 Cycle.

²⁴ Ranking scale: 1 - Highly Unsatisfactory; 2 - Unsatisfactory; 3 - Satisfactory; 4 - Highly Satisfactory.

Figure 14: Ratings of effectiveness of education facilities by IAs and OEs

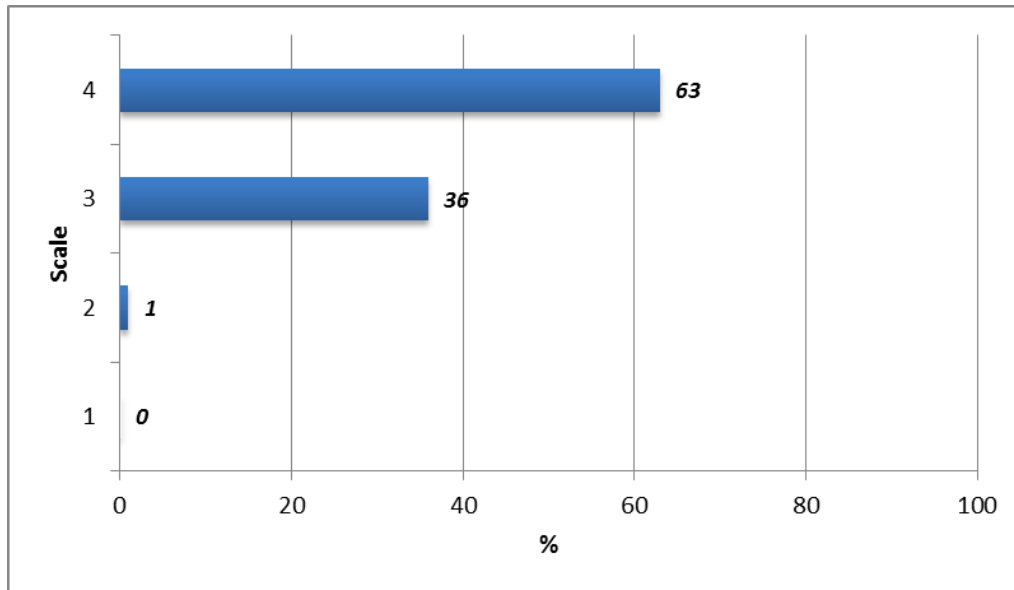
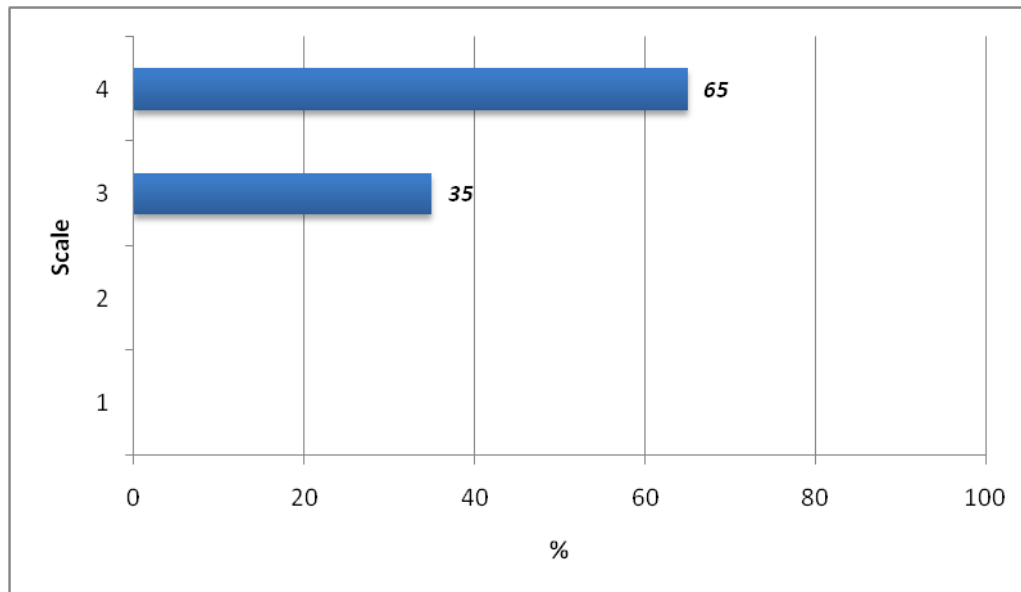


Figure 15: Ratings of beneficiary and community respondents on effectiveness of education facilities



Water and sanitation improvements: About half of community residents, IAs and OEs rated water and sanitation improvements as highly Satisfactory, while 40 percent rated them as satisfactory, with 5.5 percent rating them unsatisfactory.

In several countries, however, maintenance of facilities remained a troubling and unresolved issue affecting the durability of some of the facilities²⁵.

Figure 16: Ratings of effectiveness of maintenance by beneficiary and community respondents

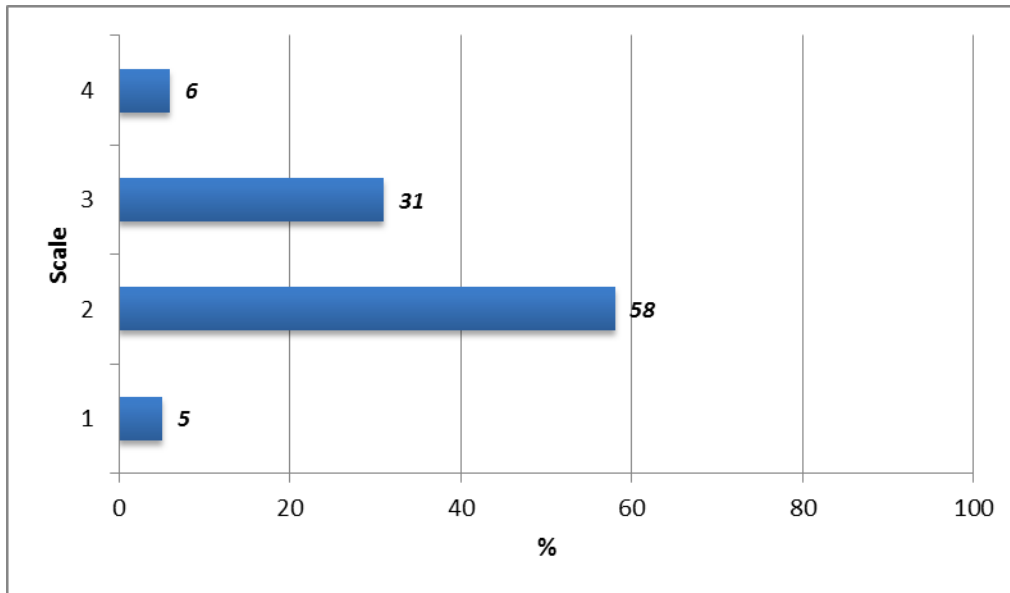
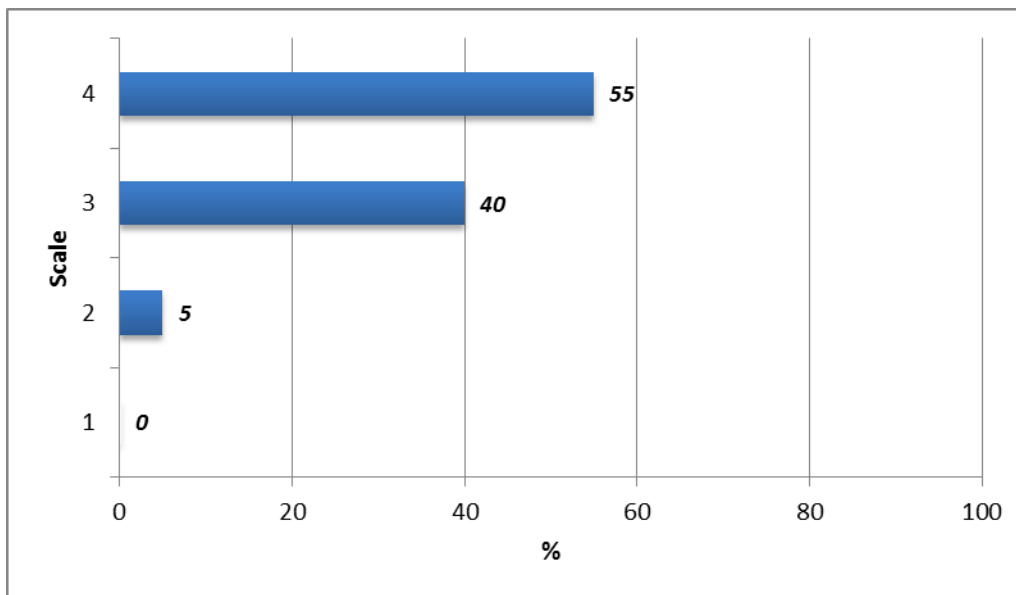


Figure 17: Ratings of effectiveness of water and sanitation facilities by beneficiary and community respondents



Access and health facilities: Community access projects such as foot paths, and health facilities received a highly satisfactory or satisfactory rating from about three quarters of respondents.

²⁵ The BNTF 7 regional programme is responding to the BNTF 6 MTE recommendation to improve maintenance management. In 2015 an innovative community maintenance model was propose and is being discussed with PCs.

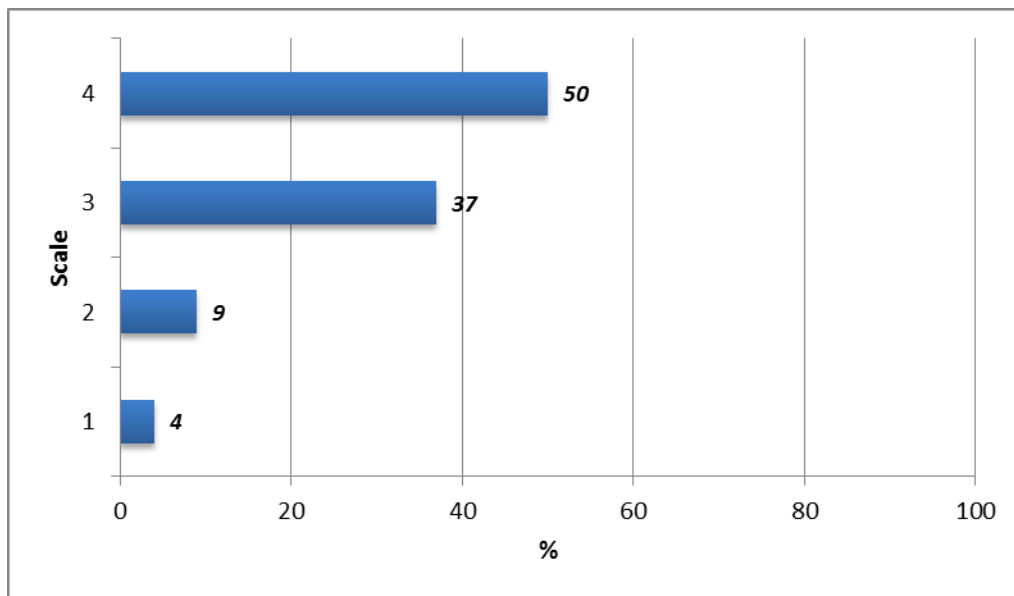
5.2.2 Skills training

In the 71 skills training SPs undertaken, a varied set of courses were offered (see Appendix 7), in which participants included unemployed youth, adult males and females. Figures on direct employment and income attached to the skills training are, however, lacking for all countries. As this is a core part of the BNTF investment, it would be important to document the outcome of training by tracking graduates over a period of time²⁶.

Anecdotal evidence from interviews and some site visits points to improved incomes realized through SPs such as the Langley Part Vegetable Production in SVG, Small Engine Repairs in Grenada, and the La Plaine Sewing Cooperative in Dominica. Others such as the St. Kitts & Nevis Enhancing Attitude and Behaviours of Young Parents, and the New Horizons Skills training Centre in Jamaica, have documented positive changes in the lives of participants.

5.2.3 Community empowerment: In the online survey, community empowerment was assessed by the degree to which residents assumed leadership responsibility. Divergent views emerged from community respondents who rated empowered community leadership as highly satisfactory or satisfactory (87 percent of respondents), and IAs and OEs, 53 percent of whom gave such ratings.

Figure 18: Ratings of sustainability of leadership by beneficiaries and community residents



5.2.4 Policy changes: To the extent that all the BNTF 6 country projects were aligned to either a PRAP and/or a government multi-year strategic plan, documents inspired by the CMDGs, there were opportunities for policy dialogue between government agencies and BNTF 6 implementers. There are no documented instances of policy changes resulting from this dialogue, however the

²⁶ This is another recommendation which was noted in an earlier evaluation which is being addressed in BNTF 7 and 8. All skills training sub-projects have M&E components, with the intention to conduct tracer studies where these are most suitable.

day care centres constructed under BNTF, built to CARICOM standards, have contributed to enhancing the enabling environment in countries such as Guyana and St. Lucia.

The following table represents the results anticipated when the BNTF 6 programme was conceptualized.

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Table 8: BNTF 6 Results Framework

OUTCOME RESULTS	INDICATORS	COMMENTS
To support targeted capacity building at the regional and country level		
Strengthened operational capability in IAs through: <ul style="list-style-type: none"> • Identification and procurement of PE or alternative arrangements found satisfactory to CDB. • Strengthened institutional arrangements and more efficient operations. • Strengthened capabilities of staff. 	<ul style="list-style-type: none"> • PE identified and approved by each BMC in the first six months of Programme. • IA or arrangement satisfactory to BMCs with improved standards of operations for efficiency and effectiveness by June 2009. • No. of immersion and other training sessions conducted for staff, PSC and key stakeholders in procedures and processes as needed. 	<p>CDB</p> <ul style="list-style-type: none"> • Several IAs were considering appointment of a full-time PE. • PCRs indicate that for most PCs, there are enduring issues relating to a gap between expectations and the capacity of the IA to fulfil them. • Training in RBM, M&E, environmental screening (Checklist) is include among capacity building extended to all IAs.
Increased sharing of knowledge and information across the Programme.	<ul style="list-style-type: none"> • Two “Communities of Practice” established with support of CDB’s Information and Technology Management Services Division by March 2009. • CDB BNTF website information updated monthly. • Re-branding strategy developed and implemented by December 2009. 	<p>CDB/IAs</p> <ul style="list-style-type: none"> • At least one CoP has been functioning. • The BNTF website has up to date information on the programme’s activities including press releases of SP results.
Programme documentation in alignment with new Programme design and modalities.	<ul style="list-style-type: none"> • Documentation (OM and ancillary documentation) reviewed and approved for consistency with new program approaches and disseminated to BMCs by November 2008. • Online formats of Programme documentation available to stakeholders by December 2009. 	<p>CDB</p> <p>The OM is widely used and acclaimed for its user-friendly approach, clarity, practicality, and the provision of tools. This was the feedback from all except St. Lucia. BIS has been functional, and is increasingly populated with key information by countries, programme cycle and sector. More work is to be done in: regularity of the information; and b) depth and completeness of performance, monitoring and completion reports.</p>

²⁷ CDB. (2008) Op Cit Appendix 2.4.

Improved quality of assessments and problem analyses for subproject preparation, financial management and monitoring.	<ul style="list-style-type: none"> • No. of training programs delivered to community groups by type and participation by sex, annually. • No. of community networks established in six BMCs, annually. 	<p>CDB/IAs Details of training programmes are included in Figure 5.1 and in the Appendices.</p> <p>Data not available.</p>
To implement BNTF Programme strategies and strengthen results based management		
Information shared with BMCs on design, modalities and expected development impacts of BNTF6.	<ul style="list-style-type: none"> • Ten Project launches to BMCs by November 2008. 	<p>CDB All ten (10) Country Projects were launched by the end of 2009.</p>
Monitoring and evaluation system guiding the achievement of targets at the country and Programme level.	<ul style="list-style-type: none"> • Base-line study completed and results indicators developed by March 2009. • MIS capturing, storing and tracking data for further analysis by September 2009. • Staff identified and trained for maintenance of MIS system and generation of project M&E reports by October 2009. • Sector and pilot impact assessments; case studies; lessons learned completed at specified times. • M&E Reports completed and submitted as requested. 	<p>CDBIAs Most activities have been undertaken.</p> <p>The SPMRs and SPCRs continue to be entered in BIS, while the programme evaluations have been done (MTE and PCR).</p>
Programme resources more efficiently targeted.	<ul style="list-style-type: none"> • No. of PRAPs revised and approved by March 2009. • No. of Integrated Community Sub-projects identified in selected BMCs by February 2009. 	<p>CDB/BMC Except for the Grenada PRAP which was incomplete, all BNTF 6 programmes were aligned to their PRAPs.</p> <p>Six Integrated Community SPs were undertaken.</p>
To implement BNTF Programme strategies and strengthen results based management		
Increased participation by community groups in project formulation, management and policy formulation.	<ul style="list-style-type: none"> • No. of CBOs successfully proposing and implementing development initiatives in coordination with governments. 	<p>CDB/IAs/BMCs There were no instances given in which SPs were undertaken without Government involvement in the planning and implementation. Conversion from dialogue to policy formulation is not, however, documented. ECD SPs were instrumental in some policy shifts, e.g. Guyana day care centres were constructed to ECD CARICOM</p>

		standards, and some teacher training provided accreditation.
Continued enhancement of RBM in BNTF operations.	Processes and procedures linked to RBM reporting.	CDB/IAs RBM was introduced in BNTF 6 as part of the emergent system for M&E. Procedures are detailed in the OM. The majority of PCs are yet, however to internalize these systems. Part of the reason is that although many SPs have a Logical Framework, their effectiveness is limited by diffuse and disconnected nature of monitoring indicators ²⁸ , and data inadequacies to trace performance.
Improved targeting of BNTF resources to skills training and capacity building.	No. of skills training initiatives successfully implemented, annually.	CDB/IAs There were 71 skills training SPs undertaken under BNTF 6.
To strengthen partnerships to improve programme delivery and to strengthen development		
Impact		
Increase in integrated approaches to poverty reduction implementation.	No. of sub-projects prioritised through inter-sectoral dialogue and implemented annually.	CDB Six (6) integrated SPs were approved. ²⁹
Joint approaches by CDB Divisions and other specialists to community capacity building, DRM and environmental sustainability, gender equality and entrepreneurship development.	<ul style="list-style-type: none"> • No. of sub-projects proposed in collaboration with CDB specialists annually. • No. of discrete sub-projects addressing gender equality, sustainability and DRR, annually. 	CDB Data not available.
Increased compliance with quality standards and management for development results in specific Programme areas.	No. of sub-projects specifically targeted towards improving or establishing quality standards.	CDB/BMC Data not available.
Strengthened approaches to gender integration and integrated social programming in beneficiary communities.	No. of sub-projects specifically targeting women, youth and vulnerable groups proposed in collaboration with development partners, annually. ³⁰	CDB/BMC Youth: 7 Early Childhood Education: 21 Vulnerable Groups: 8 Women and gender: 24

²⁸ A discussion on log frameworks for the SPs is considered in the BNTF 5 Programme Completion Report.

²⁹ Aquacate Community, Belize; Keys Walkway Construction, SKN; Violet Petty Primary School Upgrade, SKN; Bronte Welsh Primary School Upgrade, SKN; Enhancement of Community Services Delivery, MON and Integrated Production, JAM.

³⁰ Breakdown of SPs provided in Appendix 6.

SECTION F – RESULTS MANAGEMENT

6. Managing for Results

Table 10 documents the Results Framework proposed in the BNTF 6 Plan; and the outcomes and results realized during the six years over which the programme was implemented.

- As a relatively new system in the Bank, Managing for Development Results (MfDR) is yet to be firmly embedded in the institutional culture.
- In all countries, the desire to consider M&E is evident. Constraints may be summarized as both skills sets available in the IAs, and work load issues that restrict available time.
- At a country level, variations are found in which countries like Grenada have staff that are trained in M&E, while for most countries it remains a challenge. A number of PCs are considering hiring a full or part time M&E officer.
- It is also notable that evaluations of individual SPs are lacking, leaving unanswered questions about the actual impact, qualitative and quantitative, of investments in each community³¹.

6.1 Information on managing for results

Use of baseline information: Under BNTF 6, baseline information about the community was generated by the Community Needs Assessment (CNA), and about organizations by the Organizational Needs Assessment (ONA). Additionally, countries used the findings of the CPA and PRAP where such documents were available to map out which communities would be eligible for support. Nevertheless, data gaps remain a hindrance to accuracy in setting targets and monitoring results.

Performance indicators: There are log frames in some PRAPs that identify goals, key performance indicators and risk factors.

Monitoring and reporting results: The system for monitoring and reporting results is encapsulated in one main instrument, the Sub-Project Monitoring Report (SPMR) that should facilitate monitoring of SPs. This instrument is not being fully utilized. This shortfall is uniform across PCs, and poses a considerable constraint on what can be captured and reported on for measuring impact and fulfilling accountability requirements.

There were also concerns that IAs were not receiving feedback from the Bank about the SPMRs, to inform eventual actions in relation to the particular SP.

Data gathering systems and difficulties: A 2014 institutional review of the BNTF concluded that,

“... IAs were challenged by need to compile baseline data on SP communities. While the availability of community-level data at key line ministries was unconfirmed for most BMCs, IAs did not have easy accessibility to datasets where they existed to establish

³¹ In response to the MTE recommendations, a consultancy to develop a comprehensive M&E system and impact evaluation model for BNTF commenced in late 2015, and seeks to address the M&E challenges noted here.

required SP baselines. Moreover, as the BNTF country projects are significantly constrained by resource scarcity, including a limited timeframe, the tendency for key line ministries to reserve results-based monitoring activity for larger projects, in particular, investment projects, is not inconceivable.”³²

Portfolio management efforts: Capacity constraints tied to work loads of staff and in some cases limitations of project management expertise in the IAs³³ are the main hindrances to managing the BNTF portfolio.

*Problem-shooting and risk management*³⁴: There is no evidence of a systematic approach to problem-shooting and risk management. In the consultations there were references to responsive actions necessitated by cost overruns, extraordinary meetings with contractors, IA staff making extra efforts and assuming more diverse tasks to compensate for staff shortages, and more frequent visits to sub-project sites where problems had been identified.

In-country results management difficulties: Apart from the detail provided in the Guyana APPR, and in field work completed for the preparation of the three PCRs, Jamaica, Belize and St. Lucia, there is little available to quantify the actual results of BNTF-financed initiatives.

Lessons learned: Training provided in the recent RBM for the CDB staff signal a progressive shift to MfDR systems, which, once in operation, should positively contribute to the IA capacity. A recent assessment concluded that “In spite of the training provided, IA staff continue to demonstrate weak capacity for independent development of results monitoring frameworks, inclusive of measureable indicators.”³⁵

Independent Mid-Term Evaluation (MTE):

The findings and recommendations of the current review speak to how the key MTE recommendations have been addressed, and the remaining gaps. The ten (10) MTE recommendations are reproduced at Appendix 1.

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

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.

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

³²Universalia (2014). Institutional and Organizational Assessment of BNTF Implementing Agencies Final Synthesis Report. p 16.

³³ Documented in previous operational and institutional reviews.

³⁴ Risk management guidance and register template were included in the updated Operations Manual in 2013. Applying tools and techniques is needed. Risk assessments are being conducted for all BNTF 7 and 8 country and sector portfolios.

³⁵ Universalia. (2014). Op Cit.

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

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.

SECTION G – KEY CROSS-CUTTING ISSUES

7. Cross-cutting Issues

7.1 Gender

One of the aims of the BNTF Programme is to achieve gender equality in communities where it works, and to contribute to national and regional gender equality goals. The Programme therefore tracks male and female participation as planners and beneficiaries in the SPs undertaken.

When there is a predominance of males or females certain sectors as beneficiaries it introduces questions about gender stereotypes in the sectors and expected patterns in participation. For example, while some IAs mention efforts to attract more males to training programmes, the trend in most training SPs reinforced the prevalence of females in pursuit of these career enhancing opportunities. Where the sector is associated with male or female tendencies in participation, such as organizational strengthening of the PTA (Parent/Teacher Association) in the Jamaica school system, there were more women participating presumably as teachers and as parents. Conversely, the Maintenance Training Programme, Phase 1 and 2 in Belize catered to predominantly male participants.

A careful analysis is required to disaggregate the primary and secondary beneficiaries, and the effort required of males and females to secure benefits and results through the community investments. For example, while more females are benefitting from skills training, there is also an observation that the further stages required to secure gainful employment places greater demands on women's time especially where they are setting up their own enterprises which may entail securing credit, reporting to funders, and additional training to develop skills. Conversely, males have a more direct route to employment by being hired on construction sites, sometimes without the need for additional skills training.

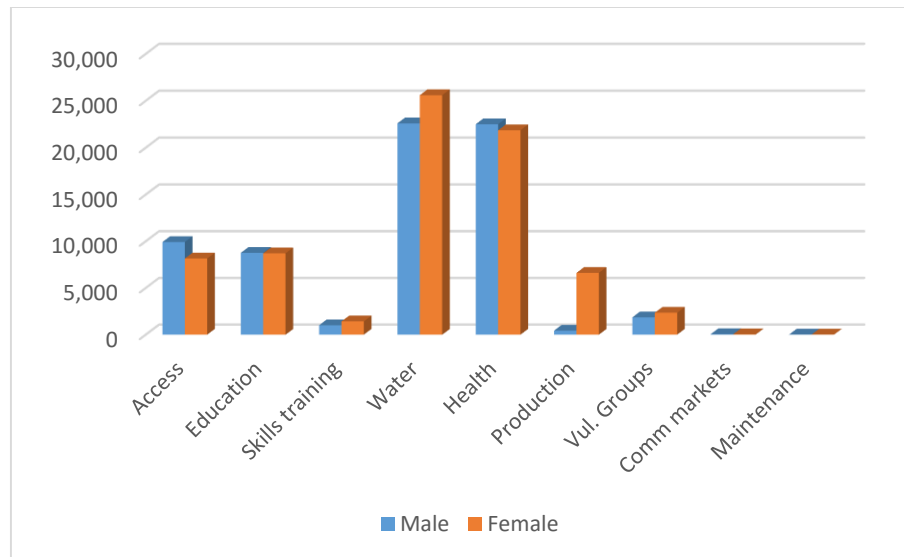
It may be argued that BNTF, in addressing practical needs of communities, is catering equally to males and females. Gender analysis would deepen the exploration of how meeting practical versus strategic needs affect one or the other gender.

- Assessing practical and strategic gender dimensions may entail: access to BNTF 6 resources; opportunities availed to males and females either directly or indirectly; and management of the BNTF programme are useful starters, although they may offer only a limited view of the actual gender relations in complex community interactions.
- All countries have contended with gender at some level in the SP process, through gender role analysis in the CNA³⁶. The introduction of gender considerations in community assessments enhances the predictive analytics and the responsive actions pursued in the SPs.

³⁶ Gender training for BNTF project managers and CLOs was rolled out in 2013 (with BNTF 5 funding), along with updated gender mainstreaming tools (all contained in the Operations Manual).

- In relation to access to BNTF resources, measured by programme beneficiaries, the results show that overall, the majority of beneficiaries are female--67,161 males compared to 74,791 females. The trend indicated in Figure 19 appears to show that the number of females exceeded the number of males in certain sectors, notably in the water, vulnerable groups, productive infrastructure and skills training.³⁷ Quantitative indicators tied to the number of participants do not, however, fully explain the outcomes realized in employment and income opportunities, as discussed above.

Figure 19: Male and female beneficiaries by sector



- Opportunities pursued by males and females in skills training followed the trend in which males and females gravitate to occupational streams associated with gender stereotypes.
- Some SPs designed specifically for women, more commonly in enterprise skills, produced outstanding successes, as shown in the La Plaine sewing project in Dominica and the Langley Park vegetable production project in St. Vincent and the Grenadines.
- From the standpoint of management of the IA, the predominantly male staff who are project managers appear responsive to the gender requirements. There were repeated concerns, however, about the lack of clarity on what is involved, and in some cases questions raised about the applicability of gender issues where there was perceived gender equality in the country. Indeed, some of these perspectives echo wider Caribbean views on gender relations and the marginalisation of men.
- The gender distribution of the PSC membership is also a useful although superficial indication of gender equitable planning systems in the BNTF country projects. The pattern varies with some countries, such as St. Kitts & Nevis having more females on the committee, while in others, such as St. Vincent & the Grenadines, and Guyana, there were more males.

³⁷ The data are to be reviewed and verified. In addition to the sources of sex disaggregated data which were obtained mainly for the BIS and relate to projected, not actual beneficiaries, there may be population trends in certain countries where the sex ratio favours females.

- One way of internalizing gender in the planning systems of the BNTF is through the inclusion of gender expertise at all levels of country project operations. This is achieved in part by having Government representation from gender units or offices on the members of the PSC. This model was found in St. Kitts & Nevis and SVG. Another approach is by securing technical assistance to ensure gender sensitivity in appraisal missions. This approach appears to be less common in the operations of the offices.
- An area that appears to be overlooked in CNAs is the occurrence of gender-related violence in the communities. BNTF, in implementing its citizen security mandate, should give consideration to how violence against women and men in communities could be approached, in collaboration with CBOs and NGOs.

7.2 Environment

- Compared to gender, the environmental considerations appear to be more readily understood by staff in the IAs. At the country level, environmental aspects are treated at the planning stages, with some technical support (sometimes through the engineer) for undertaking environmental assessments.
- Some PCRs noted concerns about the lack of systems for environmental assessment at the time of BNTF 6³⁸.
- The introduction of the environmental checklist found favour in the countries, and training for its use was well received. It would seem reasonable to link environmental to DRR, as is the case in some country programmes.

7.3 Natural disaster

- A feature common to all countries is the threat of environmental hazards and climate change, bringing disaster and relief operations to the forefront of all community interventions.
- “Hazard-resistant design”³⁹ in new infrastructure and/or upgrading works is stipulated as a requirement for SP approval.
- Disaster and Risk Reduction (DRR) appears to be incorporated at the level of the community networking in SP undertakings. Some multipurpose centres are also said to serve as shelters in the event of disaster and this was taken into consideration during the appraisal and design of the SPs.
- If not explicitly designated as an outcome in the design of SPs, DRR should at the very least be provisioned as part of an emergency and risk management fund supported by CDB and counterpart funds and possibly managed by Governments.

7.4 Maintenance

Countries in which Governments have made budget provisions for maintenance, including Guyana, St. Lucia and SVG, are more assured that their investments in infrastructure would be

³⁸ Subsequently, CDB completed Phase 1 of an environmental capacity appraisal and training in early 2015. The benefits of this should become evident during the implementation of BNTF 7 and 8 which call for more due diligence in this area of development.

³⁹ CDB. (2008) BNTF 6 Staff Board Paper for Discussion, Op. Cit, p 26.

sustained. In some PCs, communities have assumed responsibility for maintenance, utilizing skills within organizations such as Parent Teachers Associations (PTAs). Other communities, such as San Pedro Columbia Village in Belize, found community members who were motivated to contribute to maintenance.

One way of addressing the gaps in maintenance is to insist on the maintenance budget requirement as a pre-condition for SP approval. A responsive initiative soon to be launched will take the form of an innovative community maintenance model, currently in the final stages of development under the BNTF regional coordination component.

7.5 Community involvement/empowerment

To varying degrees, community members have been mobilized and energised by the opportunities availed through the BNTF 6 programme. Examples include opportunities to practice leadership roles on PMCs, to improve income options through developing marketable skills, and to find more ready access to schools, health care, and farming sites. Leadership training and organizational development for communities was a specific focus in Jamaica under BNTF 6.

CASE STUDY

Improving the Water Supply System in San Pedro Columbia Village, Belize (BNTF 6)⁴⁰

To improve the water system in San Pedro Columbia, the Water Board and Village Council, guided by the Rural Development Department, applied to the BNTF in 2009 for the expansion and upgrading of the existing water system. This application was made through the Belize Social Investment Fund. The sub-project was expected to provide safe potable water for the residents of the community to ensure better sanitation and good health especially in the reduction of water-borne diseases. With the upgrade of the system, residents would also be able expand their businesses and take advantage of business opportunities that would attract more visitors to the community. Although it took two years from application to implementation, the community was fully on board at every stage of sub-project implementation process. The community provided labour at a subsidised rate for the trenching and backfilling required for pipe installation in the extension areas.

Before the sub-project, customers in the upper and distant reaches of the community connected to the system were unable to receive water, while those closer to the water source in the village centre enjoyed a 24-hour supply, which they reportedly abused.

The San Pedro Columbia Rural Water System Upgrade sub-project, which was implemented at a cost US\$611,646.80, began in 2011 and was completed in 2012. It involved the rehabilitation and fencing of the 20,000-gallon water tank and the pump house; the purchase and installation of a new pump and chlorination system; and the improvement of the water intake system. The water distribution system was expanded to fast growing areas in the village and to areas not previously connected to the system. Meters were also installed for customers for better monitoring and management of the water supply.

⁴⁰ Extracted from KAIRI. (2014) BNTF Final Case Studies, p.31

Overall, the installation of water meters has changed behaviour and introduced water conservation practices.

The training received by the Water Board and staff has greatly improved the efficiency of their operation, making the San Pedro Columbia Water Board one of the most efficiently run rural water boards in Belize. Since the sub-project, the Board has expanded the water distribution system in other areas not previously reached by the sub-project. They are now in a very healthy financial position with a sizeable Bank savings, which allow the Board to respond quickly to emergencies. Worldwide there is a gender gap in water management leadership at all levels of the water sector government, from national to community levels. Usually, they are missing in key areas of water-related decision making. However, the female-led San Pedro Columbia Water Board provides a model that can be followed in other rural communities.

Since the completion of the sub-project, the community receives a 24/7 water supply with more than 95 percent of the households connected to the system. The monthly cost of water to the average household has doubled and now stands at US\$20 to US\$25 and US\$15 for a new connection. Generally, residents are happy with the quality of the service now offered by the Board; the supply is now consistent and of a high quality. However, there are those who feel that the water rates are too high and limit opportunities for going into business, while there are those who are willing to pay given the level of freedom the water supply has brought to their life. Moreover, there are concerns that there is need to offer special rates for the vulnerable (e.g. the elderly who lives alone) and households that may be have difficulty paying their water bill.

The women of the community now have an alternative to going to the river to fetch water to complete domestic chores and although they, particularly the older women, still go to the river to wash clothes and to bathe, they are able to spend longer and spend less time there. Women, therefore have more time to spend with their families and to focus on other meaningful pursuits, such as income generating activities, which women felt the Government and other development agencies might assist them to achieve.

CASE STUDY

Women in Agriculture

Langley Park Cooperative, St. Vincent and the Grenadines (BNTF 6)⁴¹

Through BNTF 6, CDB enhanced the earning capacity of members of the Women in Agriculture Langley Park Cooperative (WALCO), a group of 15 women in Langley Park which was identified in the 2007-2008 Country Poverty Assessment as one of the poorest communities in St. Vincent and the Grenadines. These women were engaged mainly in subsistence farming, the primary source of income. The poorest women have the largest size households and are responsible for their economic survival and that of their children. The downturn in the banana industry affected this community negatively resulting in increased unemployment. The incidence of poverty increased extensively in Langley Park as the services of part-time labourers in the banana industry, mainly women, were no longer required.

As a result of the support BNTF provided, these women were able to improve their livelihoods as they learned new techniques in horticulture including disease identification and pest management. BNTF also provided tools, sheds, seeds, seedlings, and fertilizers. The women subsequently produced quality birds for export and are now experts at this. Each of the 15 women farmers in the group recently received a demonstration plot from the Government for a butternut squash initiative; and WALCO has already identified an export market in England for its produce. In November 2014, the United Nations Educational, Scientific and Cultural Organisation agreed to supply the Cooperative with additional tools: two hand tillers, forks, spades and a water tank for rain-harvesting. The women say their journey has been long and stretches of the road have been bumpy. However, with the initial seeds that BNTF helped them to sow, they can now proclaim themselves as owners of a growing enterprise of which that they are deservedly proud.

⁴¹ CDB (2015), Op. Cit. p 29.

SECTION H – SUSTAINABILITY

8. Issues in sustainability

- Sustainability of projects depends on personnel and funds to operate beyond the BNTF cycle of support. One observation is that while providing infrastructure in sectors such as education and health, the BNTF does not have the wherewithal to follow through on how the investments are sustained. Consequently, sustainability may be hindered by the limited scope of BNTF’s involvement in community upgrading once the project is completed.
- The experience of planning and managing projects and exercising leadership can be lasting for communities. BNTF has made it possible for adults and youth to assume leadership roles while seeking the common good of their communities.
- Countries have varied experiences in participation and involvement, with outcomes influenced by how well organized and cohesive the communities were before the BNTF intervention.
- A further consideration affecting sustainability is the income and employment status of users of facilities improved through BNTF funding. For example, the ability of parents to pay for costs such as child care would determine the financial viability of facilities offering child care services.
- Maintenance persists as a shortcoming wherein allocations are not always forthcoming from the relevant Government entity. The evidence suggests that the likelihood of maintenance budgets is greater when the SP belongs to a sector in which such provisions are already in place. In the case of Borrowing Member Countries (BMCs) that have made no provisions for maintenance, the BMC should be held accountable. There are also reported improvements in some countries, such as St. Lucia, where allocations for maintenance are specified under BNTF 7,⁴² and in at least one BMC, Guyana, where this practice is instituted.
- Networks built around SP implementation, involving government, CBOs, NGOs and utilities, opened channels for knowledge-sharing and institutional learning over the long-term. In many cases, these networks have survived from one cycle to the next. Some are fostered through PMCs where those are active in the community.
- The Belize Project Completion Report for example pointed to *higher levels of collaboration with Government and NGOs in the transition from BNTF 5 to 6*, and increasing sharing of tools such as the environmental checklist among the entities.

⁴² St Lucia APPR, 2014.

- Other examples are PTAs that have been energized as a result of improvements in schools in their communities, such as the Spring Village Methodist Primary School in SVG.

SECTION I – OVERALL PERFORMANCE

9. Performance assessment

(a) *Programme and Poverty Relevance*: Unquestionably, the BNTF 6, as indeed all the programme cycles, has improved the quality of life for thousands of people in poverty-stricken communities. Human capacity has been enhanced through better health care, education, and skills development among other outcomes.

The assessment of impact documented in the BNTF 5 PCR carries as much weight in the current BNTF 6 review:

“Many examples illustrate the Programme’s strengths and results chains. Improved roads led to access to markets and stimulated agricultural production and small businesses along roads. Upgraded footpaths/drains improved physical access to schools, attendance and pedestrian safety. Potable water reduced diseases and freed up women and children from fetching water, enabling productive and learning activities. Renovated schools improved learning environments, teacher productivity, school attendance and scholastic performance. Health clinics provided faster access to care for vulnerable, remote communities, or incorporated one-stop health education and recreational, services, drawing in males and females from communities to attend to their health needs.”

With its more than 30 years experience in building community capacity, the programme is in a position to optimize its impact, developmentally and strategically. This challenge was alluded to in a recent report:

“The BNTF is at something of a crossroads. Designed like other social funds to focus on the delivery of tangible physical “investments” in poverty reduction and community development, it must now confront the fact that while necessary these investments are not sufficient for the achievement of these goals. It must therefore determine how and to what extent it will address social factors such as community participation.”⁴³

The BNTF 5 Programme Closing Report, while affirming the catalytic effects of the BNTF 5 programme in combating poverty, acknowledged the structural obstacles that weighed against poverty reduction. The report commented on the importance of strategic shifts and the benefits of expanding the dialogue and collaboration with key stakeholders:

“... The relevance of BNTF 5 and its ability to reach poor segments of society bring to the forefront that the closing of BNTF 5 (and BNTF 6 in the future) provides an opportunity for a wider and more nuanced dialogue among all stakeholders. This dialogue should focus on how BNTF, building upon its experience, could more effectively and in coordination with other development programmes and donors contribute to more mainstreamed,

⁴³ Baker, P. (2012) Participatory Community Development Methods. Bridgetown: Caribbean Development Bank.

*comprehensive poverty alleviation policy and broad-based sectoral approaches in beneficiary countries.”*⁴⁴

(b) *Results and Reporting Frameworks*: The results framework of the programme was implicit in the implementation, supported by log frameworks in several PRAPs. In some PCs such as Jamaica, site monitoring was institutionalized; while in others such as Guyana, geographical and other obstacles limited how much the IA could monitor the SPs. A point of interest would be the extent to which the results framework informed the APPRs, SPMRs and SPCRs.

(c) *Effectiveness*: Beneficiaries from the 242 SPs numbered 141,952 persons, comprising 67,161 males and 74,791 females. Numerical and quality issues. Employment creation was estimated at 5,798 direct and indirect opportunities. The evidence confirms that the communities rated as poor received the funding.

The degree of conformity of the programme to the stated directions set out in the PRAP appears to be high in all countries reviewed. This indicates that the PRAP, as a planning tool tied to government planning priorities, has been proven useful in framing the eventual poverty reduction strategy that informed the conceptualization of the SPs. In countries in which the government had devised multi-year plans that involved consultations with communities, the synergies are understandably more pronounced.

(d) *Programme design elements*:-Introducing results management, gender and environment as elements of the BNTF 6 required time to become internalized in the systems of the implementing agencies. In the view of some IAs, these programme design changes also added to the skills set required of staff, and work load expectations.

(e) *Operational and efficiency issues* Strategic and operational modifications pursued in BNTF 6 were intended to shift the BNTF mission to a “community development programme that supports health, education, water and sanitation, access and economic activities through skills training, organisational development and infrastructure and services.”⁴⁵

It is fair to report that the issues most extensively documented in the survey and interviews conducted for the preparation of the PCRs relate to time lags in the approval process, vocalized as:

- “Need for timely release of funds.
- The single most important problem affecting the success of the BNTF sub-project is the length of the project cycle.
- Slow implementation of projects - Disbursement of payments to small contractors (this hinders their ability to implement projects).
- General delays between the Role of the independent Consultants and CDB`s response time.
- The length/amount of time taken to approve a project between submission of profiles and approval by CDB. Communities get frustrated and lose interest. Additionally, the CLO has

⁴⁴ CDB. (2012). Op. Cit.

⁴⁵Universalia (2012). Basic Needs Trust Fund Sixth Programme Mid Term Evaluation Final Report and Management Response. Caribbean Development Bank. Strategic Recommendations, page 44.

to begin mobilization all over again and sometimes the momentum is not there. In some cases, community leaders had migrated within the time of waiting for approval.”

Our experience is that the reimbursement method which is used by CDB creates problems for timely payments by the BNTF office. The process is that we to spend 100% on the projects and claim back 80%. The budget decreases by 20% for each payment reimbursed. This method causes us some problems and at times embarrassment. This reimbursement method is a risk to the timely implementation and delivery of the projects. A more reliable method would be for CDB to make its 80% payment and allow the Government to add the 20% as we go along (Montserrat PCR).

One of the reasons for the inefficiency is the levels of autonomy of OEs in the SP approval process that has not been effected. The BNTF 6 Programme has promised as one of its strategic measures “Increase authority and accountability of BMCs by increasing PSC authority for approval of grant amounts for sub-projects to the value of US\$50,000 and the management of consultants for sub-project of similar value, where capacity exists.” Recognizing that there has been a general reluctance by the PCs to exercise this authority, all persons consulted in the Bank and in BMCs felt that the resolution of this issue was overdue (see footnote 6).

(f) *Organizational Structure of the Programme and BNTF 6’s Contribution to Institutional Development:* The organizational structure fits the architecture of a public sector, government environment, and works as well as can be expected given bureaucratic imperatives. The institutional strengthening inputs, including the updated OM and capacity-building exercises, were considered to be valuable and have delivered results.

(g) CDB Supervision: CDB’s role includes supervisory, technical (OM, Environmental, Gender Equality); capacity-building (provision of training to IA staff); guidance on governance (mentioned in the Belize Programme Completion Report). In all of these dimensions, the IAs have gained immensely from the resources of the CDB. The impression given in interviews with the staff is that of a trusting and mutually respectful relationship.

(h) Good practices: Observations of good practice were noted in Guyana and Grenada, where the IAs explicitly sought the cooperation of contractors in securing work for persons in communities; and opportunities were provided for trainees from the BNTF 5 cycle to either continue their certification to a higher level, or become involved in SPs implemented under BNTF 6. Another notable practice was the collaboration with training institutions (for example the SVG Community College (SVGCC) and the Terry Marryshow Community College (TAMCC) in Grenada to run programmes for certification of trainees at Caribbean Vocational Qualifications (CVQ) standards. The building of several early childhood centres that conformed to the CARICOM ECD standards stand out as a ‘golden nugget’ in BNTF 6, and have raised the bar for other facilities in the region to comply with.

10. Findings and Recommendations

10.1 Findings

It is a widely accepted premise that social infrastructure is a critical element in poverty alleviation.⁴⁶ Pride and dignity are threatened when people are ensnared in poverty, health problems can worsen, and crime levels may escalate, all having a negative impact on social stability and economic growth. Therefore accessing essential services, in health, education, sanitation, while creating opportunities for human capacity and achievement, create a platform from which individuals living in poverty can reach for higher standards of living and a decent livelihood. It is also a basic human rights issue.

Findings of the PCR review offer a worthwhile collection of information from which to think through strategies for community-driven development, and to re-visit mechanisms for community-based targeting.

10.1.1 Strategic

Synergies with Bank operations: In the SDF 7 Mid Term Evaluation it was found that “there is scope for further articulation in the Country Strategy Papers (CSPs) of the relationship between analysis in CPAs and the Bank’s programme planning.” This issue was also noted in the 2012 BNTF Medium-Term Evaluation (MTE), and was discussed with senior management of the Bank during the present consultancy.

Progress in this regard includes the integration of the CSP with BNTF plans, and a more systematic approach to BNTF joining CSP teams on mission. Prior to this practice, BNTF was not part of the country team. BNTF is part of the envelope of assistance to the BMCs, and the BMCs count on this assistance in their budget estimates.

Promising indications of greater synergies between the BNTF and CDB’s operations are conveyed by the integration of BNTF reporting with the Project Performance Management System (PPMS).

10.1.2 Programmatic

Maintenance: Inadequate budgets for maintenance of facilities undermine the value of the SP investment and reverses the expected gains for communities. Maintenance as a pre-condition for SP approval should be enforced, and stated as a budget line in government estimates attached to the cost of the SP.

Infrastructural improvements: Complaints about failings in infrastructure were surprisingly common in several of the country reports. They had been documented in the 2012 Mid-Term evaluation, and emerged in Jamaica cases studies, and in interviews in countries visited for the current consultancy. While the extent of these complaints is not documented in the current report, and is not within its scope, their existence draws attention to the importance of the tendering and

⁴⁶ World Bank, 2012; others.

selection protocols, site supervision, and recourse in the event of non-performance or non-compliance with contract provisions and the maintenance of standards. These procedures are explained in the OM, and a recent consultancy has assessed the infrastructure performance in the BNTF. (Note of reviewer that they are unwilling to adhere).

Skills training: In the 71 skills training SPs undertaken, a varied set of courses were offered, in which participants included unemployed youth, adult males and females. Figures on direct employment and income attached to the skills training are, however, lacking for all countries.

10.1.3 Institutional

Use of the OM: Systematization of procedures and templates provided by the OM are universally acclaimed.

Data management: Data management improvements have been considerable following the refinements introduced with the BIS. The detail in the BIS should be extended to enable ready access including to all periodic reports and AWPBs.

Results management and Monitoring of Outcomes: The SDF 7 Mid-Term review observed that “Priority should (also) be given to the planning and commencement of BNTF 7, and to carrying BNTF monitoring and evaluation to the stage where reporting on outcomes can become a regular feature of BNTF reporting.” M&E systems in the Bank are still in their infancy and these limitations extend to the BNTF. Current investments by the Bank in staff development and systems for M&E would benefit the BNTF.

Capacity of staff: Although the BNTF continues to implement capacity-building events for the staff, concerns about staffing capacity ranked highly in the stakeholder survey undertaken in 2015. A related concern is the ability of staff to deliver at multiple levels of a diverse SP portfolio.

Reporting systems: Discussions with the BNTF team addressed the issue of frequency of reporting, and reflected on reducing the number and periodicity of reports. The reflection concerned both the requirement of staff in IAs to do more with the same staffing resources. SPMRs were introduced in the latter part of the BNTF 6 cycle, and the data are not recorded in the BIS. In most cases, sparsely populated reports hinder comparison across PCs.

The view of the BNTF team was that the frequency of SPMR reporting could be more realistic and valuable from once monthly to critical stages of the project cycle, generated on request. The plans underway to align the BNTF reporting system to the PPMS would serve to both streamline the reporting and have the BNTF data accessible to a wider Bank audience and other key stakeholder.

10.2 Recommendations

10.2.1 Strategic

1. It would be timely to:

- a) Assess the climate for community-based planning and decision-making, the state of volunteerism; the operations of PMCs and factors influencing their operations; issues of

community leadership and how decisions are made; and the participation of youth in community affairs.

- b) Re-assess the scope of donor support for community poverty reduction initiatives including skills training, technical inputs and livelihood strategies, with a view to establishing collaborative ventures where feasible. For example, the recently announced UK-Caribbean economic infrastructure partnership, intending to reduce poverty and address climate change, and which is being implemented by the Bank, may well re-shape the focus of the BNTF.

2. The BNTF may also consider a closer look at integrating economic opportunity with the SP investments, by pursuing sectors such as renewable energy; and making direct interventions in climate change and disaster reduction planning.

10.2.2 Programmatic

1. For skills training interventions, more concerted attention to the involvement of employers in demand-driven skills should be emphasized.

2. It is also important to document the outcome of training by tracking graduates over a period of time, to be addressed in an initiative soon to come on stream.

3. A gender analysis of the sectors, inputs, and outputs and outcomes. A gender analysis would examine, *inter alia*, gender-differentiated qualitative and quantitative results, ownership of resources and assets by gender, access to employment, the amount of credit dispensed and the terms of access.

4. A gender marker system, similar to the system currently in use at the Bank, may be incorporated into the assessment of gender influences at the entry, implementation and evaluation stages.

5. More clarity and consistency are needed on the how beneficiaries are quantified, including the definition of primary and secondary beneficiaries in the programmes.

6. CDB should collaborate with CARICOM and the University of the West Indies to improve the systems for collecting and updating data on poverty trends in the region.

10.2.3 Institutional

5. As the provisions for the Bank/Consultant/IA/Contractor relationship stated in the OM appear to either misunderstood or not followed in practice, the Bank should document instances where there may have been a breach of expectations, and communicate the expectations to the PCs. (See reviewer's note).

6. A review of critical reporting information needs and the periodicity is required and should result in:

- Simplifying the reporting templates to gather only critical statistics and information.
- Adjusting the order of financial information to present it in a more user friendly format, for example by sector, rather than by date of approval. Sub totals should be provided under each sector, with sex distinction applied to beneficiaries and jobs created.

- Standardizing the reporting format for financial date, and the use of terms, including Allocation and Estimated Cost.
- Provision of guidance/training on how to enter data.
- Guidance on how to report on job creation including by sector and demographic characteristics. It is noted that with the expected refinements in the M&E system the appropriate approaches would be introduced.

7. Classification of SPs: As each country has a different sectoral emphasis, the rationale for categorizing the SPs could be re-conceptualized to benefit cross-country comparison. As it now stands, the sectors define both the thematic focus of the intervention as well as the expected inputs. An alternative to the existing formulation is proposed in the following tables.

Table 9: Classification of Sub-Projects by Sector and Inputs

Area	Education	Health	Water	Access	Productive
Infrastructure					
Skills training					
Loans/grants					
Community building					
Maintenance					

Table 10: Classification of Sub-Projects by Sector and Target Group

	Water	Health	Education	Skills Training	Access	Day Care
Women						
Men						
Youth						
Elderly						
Vulnerable						
Farmers						

APPENDICES

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Appendix 1: Recommendations from the 2012 Mid-Term Evaluation

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.

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

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

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.

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

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

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.

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

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

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.

Appendix 2:

ASSESSMENT CRITERIA AND KEY ISSUES FOR THE BNTF 6 PROGRAMME CLOSING REPORT (INCLUDING THE PROJECT COMPLETION REPORTS)

The matrix below sets out the main assessment criteria and some of the key issues and factors to be taken into account in the programme review and analysis work, including case studies, beneficiary assessments, in-country interviews, and focus groups. The matrix will be reviewed when on-line survey returns become available and after initial analysis of tentative findings or conclusions from the survey.

Assessment Criteria	Key Issues and Factors to be Taken into Account	Performance Assessment Questions/Indicators
RATIONALE AND DEVELOPMENT RESULTS		
Strategic Relevance	<i>Alignment with PRAPs and CDB's overarching Strategic objective of reducing poverty through social and economic development.</i>	<ol style="list-style-type: none"> To what extent are sub-project portfolios aligned with country PRAP sector allocations, expected SDF level 2 outputs and outcomes and CDB strategic objectives and/or CMDGs? Are sub-project interventions well-targeted?
Poverty Relevance	<i>Capability enhancement.</i>	<ol style="list-style-type: none"> Have benefitting communities demonstrated an enhanced level of involvement and control over the future development of their livelihoods?
	<i>Reduction of vulnerability.</i>	<ol style="list-style-type: none"> Have sub-projects helped to establish more stable household incomes and reduced health risks as well as other risks associated with environmental and other hazards and conflict? To what extent are sub-projects aligned with or contributing to achievement of particular CMDGs?
	<i>Good governance.</i>	<ol style="list-style-type: none"> Extent of involvement of local communities and beneficiaries in sub-project selection, planning, implementation and operation as partners? Has BNTF 6 had any negative or positive Influences on the policies, practices procedures or orientation of partner agencies and government departments?

Assessment Criteria	Key Issues and Factors to be Taken into Account	Performance Assessment Questions/Indicators
Effectiveness (achievement of objectives, outcomes)	<i>Contribution to institutional development, equity (social inclusion), improvements in targeting poor people, increasing incomes of poor households and improvements in the quality of life in socially and economically deprived communities.</i>	<ol style="list-style-type: none"> 1. To what extent have targeted project interventions produced expected outcomes that improved the quality of life and increased income-earning opportunities for householders? 2. How relevant were market infrastructure development and skills training SPs to actual market opportunities? 3. What is the level of satisfaction of beneficiaries with SP outcomes under BNTF 6 and how does it compare with BNTF 5? 4. Have marketable skills been transferred to individuals or community groups enabling them to access or improve employment? 5. Have cohesion and leadership in communities been strengthened? 6. Have SPs catalyzed or mobilized communities to improve the development and management of vulnerable community resources (including human resources)?
Sustainability	<i>Is sustainability of expected benefits adequately addressed in design, implementation and operational phases of SPs?</i>	<ol style="list-style-type: none"> 1. To what extent have communities been willing to become involved in maintenance? 2. How appropriate/reliable have been maintenance arrangements with communities and ministries? 3. Has strengthening of community leadership and organization affected sustainability of outcomes? 4. Have youth seen support for and engagement in sub-project operations as integral to their own future welfare? 5. Have any long-term strategic partnerships between BNTF, government ministries, CBOs and development agencies increased or expanded in BNTF 6?
MANAGEMENT FACTORS		

Assessment Criteria	Key Issues and Factors to be Taken into Account	Performance Assessment Questions/Indicators
Mainstreaming of Cross-cutting Issues	<i>Gender equality.</i>	<ol style="list-style-type: none"> 1. To what extent has there been mainstreaming of gender analysis in poverty and institutional analyses? 2. Were approaches and resources adequate to ensure that sub-project analyses and designs are gender-sensitive? 3. Do project documents identify gender-based barriers to access to infrastructure, economic, social, and political resources? 4. Are PCs held accountable for demonstrating gender equality outcomes in the results framework? 5. Have women and men participated in decision making at community and institutional levels? 6. Is there gender balance in the staffing of design and implementation teams? 7. Do all projects include gender-responsive (including remedial) measures? 8. Have the more gender-responsive sub-projects produced better results across evaluation criteria?
	<i>Environmental sustainability, disaster risk management and climate change.</i>	<ol style="list-style-type: none"> 1. Have natural resource inputs for SPs and consideration of environmentally sensitive resources been appropriately analyzed? 2. Did project preparation include analyses of natural elements that provide ecosystem services/environmental protection (e.g. wetlands, sinkholes, vegetation)
Efficiency	<i>Reduction of inadequacies in the quality at entry of SPs, protracted approval processes and delays at various stages in the SP cycle.</i>	<ol style="list-style-type: none"> 1. How do 'real' cost per beneficiary across countries for similar projects and between BNTF 5 and 6 compare? 2. What have been the trends in the duration of various stages in the SP cycle? 3. Have the timeliness and level of public expenditure provisions been consistent with agreed counterpart funding requirements?
Implementation Performance	<i>Project design elements.</i>	<ol style="list-style-type: none"> 1. What is the contribution of BNTF SPs and programme design to slow implementation? 2. To what extent have design-related recommendations of the BNTF 5 Completion Report and BNTF6 mid-term review been implemented?

Assessment Criteria	Key Issues and Factors to be Taken into Account	Performance Assessment Questions/Indicators
	<i>Results management and reporting framework.</i>	<ol style="list-style-type: none"> 1. What has been the efficacy of <i>ex ante</i> results framework (objectives, performance indicators, targets, monitoring and reporting system) in guiding BNTF 6 programme execution? 2. Flexibility of project execution arrangements to permit adaptation to changed conditions, unanticipated developments/risks and community concerns to achieve expected outcomes? 3. Adequacy of monitoring and evaluation systems for providing feedback on project impacts/issues? 4. Usefulness and frequency of sub-project monitoring and completion reports in enabling continuous learning and improvement through information analysis and sharing? 5. What is the level of beneficiary satisfaction with facilities provided under BNTF6 compared to earlier programmes that did not incorporate results based management?
	<i>Organizational structure of the programme.</i>	<ol style="list-style-type: none"> 1. How effective has been delegation of authority to OEs and IAs? 2. Did operational procedures used in implementing BNTF6 empower IAs and facilitate their institutional development? 3. Are IAs appropriately structured to expedite programme implementation?
	<i>CDB supervision and performance (quality and effectiveness of CDB in performing its administrative functions, guiding programme implementation and mainstreaming BNTF at CDB).</i>	<ol style="list-style-type: none"> 1. Was CDB quality control adequate? 2. How effective have been efforts to strengthen CDB's administrative functions and expedite programme implementation through the use of web-based technology to expand the focus and standardize the M&E system, introduce communities of practice for CLOs and project managers?

Assessment Criteria	Key Issues and Factors to be Taken into Account	Performance Assessment Questions/Indicators
		<ol style="list-style-type: none"> 3. Did CDB proactively identify bottlenecks and issues in the sub-project cycle? 4. Did CDB OOs provide coaching to IA staff outside the regional training programmes? 5. How has the introduction of a revised operational manual and guidelines for new operational areas impacted programme implementation? 6. Have regional projects been effective in improving operational efficiency and effectiveness of IAs? 7. How successful have been attempts by CDB to pilot new areas/modes of SP intervention? 8. Has collaboration between BNTF and various other Bank operations (including CDB Country Strategy Papers) increased in BNTF 6?
	<i>Implementing agency performance.</i>	<ol style="list-style-type: none"> 1. Adequacy of IA staff and other available country level resources under BNTF 6 for performing M&E functions, effecting a results based management approach to sub-project portfolios, mainstreaming gender, environment and other cross-cutting concerns and management of fiduciary systems? 2. How have systems, processes and the skills mix in IAs and OEs impacted selection, preparation and implementation of sub-projects? 3. Have SPMRs been prepared regularly for review by CDB and OEs so that necessary actions can be taken to ensure achievement of outcomes? 4. What is the level of beneficiary satisfaction with IAs?

Appendix 3: Interview Guide - IA

ASSESSMENT CRITERIA	KEY ISSUES AND QUESTIONS
RATIONALE AND DEVELOPMENT RESULTS	
Strategic Relevance	<ul style="list-style-type: none"> ▪ How well aligned was the BNTF 6 to the PRAP, and to CDB's strategic objective of reducing poverty through social and economic development?
Poverty Relevance	<ul style="list-style-type: none"> ▪ What are specific examples of capability enhancements achieved through the BNTF 6 programme?
	<ul style="list-style-type: none"> ▪ Have sub-projects helped to establish more stable household incomes and reduced health risks and risks associated with environmental and other hazards?
Governance	<ul style="list-style-type: none"> ▪ How involved were local communities and beneficiaries in sub-project selection, planning and implementation?
Effectiveness (achievement of objectives, outcomes)	<ul style="list-style-type: none"> ▪ What are notable examples of skills transferred through SP interventions?
	<ul style="list-style-type: none"> ▪ How have communities been mobilized to improve the development and management of vulnerable community resources (including human resources)?
Sustainability	<ul style="list-style-type: none"> ▪ To what extent have communities carried out maintenance of facilities? ▪ Has community leadership been strengthened through SPs? ▪ Are there notable examples of strategic partnerships between BNTF, government ministries, CBOs and development agencies?
MANAGEMENT	
Mainstreaming of cross-cutting Issues	<ul style="list-style-type: none"> ▪ To what extent has there been mainstreaming of gender analysis in poverty and institutional analyses?
	<ul style="list-style-type: none"> ▪ To what extent are environmental sustainability, disaster risk management and climate change taken into account in SP?
Efficiency	<ul style="list-style-type: none"> ▪ Have the timeliness and level of public expenditure provisions been consistent with agreed counterpart funding requirements?
Implementation Performance	<ul style="list-style-type: none"> ▪ To what extent have design-related recommendations of the BNTF 5 Completion Report and BNTF6 mid-term review been implemented?
	<ul style="list-style-type: none"> ▪ Have SPMRs been prepared regularly for review by CDB and OE?
	<ul style="list-style-type: none"> ▪ How has the introduction of a revised operational manual and guidelines for new operational areas impacted programme implementation?
	<ul style="list-style-type: none"> ▪ How effective has been delegation of authority by CDB to OEs and IAs? ▪ Are IAs appropriately structured to expedite programme implementation?
Implementing agency performance	<ul style="list-style-type: none"> • How effective is performing M&E functions, RBM approaches mainstreaming gender, environment and management of fiduciary systems? • Have SPMRs been prepared regularly for review by CDB and OEs so that necessary actions can be taken to ensure achievement of outcomes? • What is the level of beneficiary satisfaction with IAs?

Appendix 4: interview Guide - CDB

ASSESSMENT CRITERIA	KEY ISSUES AND QUESTIONS ⁴⁷
Project Design	<ul style="list-style-type: none"> • Was the BNTF 6 successful in introducing a project design geared to a community-driven approach in the communities? • Did the proliferation of numerous small SPs due to the \$500,000 limit on sub-projects hinder or help a community driven approach? • How successful have been attempts by CDB to pilot new areas/modes of SP intervention?
Project Implementation	<ul style="list-style-type: none"> • What were causes of delays incurred in the implementation of BNTF 6, and how they might be averted in future SPs? • Can the SP approval process be made more efficient, with a maximum time period set for BNTF sub-project approval? • What are the sources of maintenance problems (preventive and routine maintenance) and how might they be resolved? • Have issues concerning the quality of construction in BNTF 6 SPs been identified and resolved?
Management and Operations	<ul style="list-style-type: none"> • How well is BNTF mainstreamed in Bank operations? • Has the results-based monitoring system for the BNTF been fully implemented? Has the required training/coaching been provided, in-house and in the field? • Are SPs having similar objectives or characteristics in a given BMC prepared and processed as a single operation?
Questions from Assessment Criteria⁴⁸	<ul style="list-style-type: none"> • What were the mechanisms for collaboration between the BNTF and other Bank operations under BNTF 6? • Did collaboration between BNTF and various other Bank operations (including CDB Country Strategy Papers) increase in BNTF 6? • Did CDB OOs provide coaching to IA staff to enhance the implementation of projects in the BMCs? • How has the introduction of a revised operational manual and guidelines for new operational areas impacted programme implementation?
Effectiveness and impact	<ul style="list-style-type: none"> • Have regional projects been effective in improving operational efficiency and effectiveness of IAs?
BNTF Strategy	<ul style="list-style-type: none"> • What are the important lessons from the BNTF 6 strategy that can be applied to future BNTF programmes?

⁴⁷ Several of the key issues and questions arose in the 2012 BNTF 6 Mid-Term Evaluation.

⁴⁸ Adapted from the Assessment Criteria elaborated in the TOR.

Appendix 5: BNTF 6 Regional Programme Activities

Design of Results Based Monitoring Framework and Guidance in Preparation of Poverty Reduction Action Plans for BNTF 6

Design and appraisal of the BNTF 7 Programme Diagnostic study on participatory community development in preparation for the delivery of training interventions

Mid-Term Evaluation of BNTF 6

Development and dissemination of advocacy materials and associated training to enhance early childhood education in DOM, GRN, STL, SVG and the production and dissemination of materials in BZD and JAM

Regional Conference on Early Childhood Development in the Caribbean

Training in Participatory Community Development Methods - BNTF Montserrat

Summary Matrices of Findings of Previous BNTF Evaluations and a Draft BNTF 7 Staff Report

Regional Programme Technical Assistance Coordinator, BNTF

Regional Training of Trainers Workshop in Tour Guiding

Regional Conditions Survey of BNTF Infrastructure Subprojects

Phase III - Strengthening and Sustaining the Results Monitoring System - BNTF

Capability Appraisal for Strengthening BNTF Environmental Due Diligence

Programme Closing Report and Project Completion Report for BNTF 6

Provision of Technical Civil Engineering Support to the BNTF Country Projects

Capacity Building for Accounting/Administrative Officers in BN

Financial Audit - 2009-2013 for the Basic Needs Trust Fund Office - TCI

Impact Case Studies

Appendix 6: SPs Targeting Specific Groups⁴⁹

Youth (7)

Punta Gorda Youth Computer Skills and Resource Centre, Belize

Vocational Training for Vulnerable Youth, Belize

Academic and Life Skills Training for Vulnerable Youth at Second Chance Schools, Belize

Resource Center & Computer Training for Youths in Punta Gorda, Belize

Alpha Boys Home Sports Facility, Music Equipment & Hydroponics upgrading, St. Andrew, Jamaica

Alpha Boys Home Business Development & Marketing Training, Kingston, St. Andrew

Alpha Boys' Home Rehabilitation, Kingston

Children - Early Childhood Development (21)

Mongouge Adult Daycare External Improvement, Choiseul, St. Lucia

Placencia Pre-School Construction, Stann Creek, Belize

Benque Viejo Community Pre-School Rehabilitation, Belize

Mental Health Day Care Centre Construction, Belize

Benque Viejo Community Pre-School Rehabilitation, Belize

Vocational Training for Vulnerable Youth, Belize

Delices Community Pre-School Enhancement, Dominica

Grenville Pre-School Construction, Grenada

Victoria Pre-School Construction, Grenada

Non-Pariel Pre-School Refurbishment, Grenada

Early Childhood Training - Part 2, SVG

Early Childhood Training - Part 3, SVG

Gros Islet Pre-School Construction, St Lucia

Tuschen Nursery School Construction, Guyana

Diamond New Housing Scheme Nursery School Construction, Guyana

Beterverwagting Nursery School Construction, Guyana

Ithaca Nursery School Construction, Guyana

⁴⁹Data derived from targeted beneficiaries stated in BIS

Hururu Village Day-Care Centre Construction & Furnishing, Guyana

Improved Access to Nursery School Education at Litchfield Basic School, Litchfield, Manchester, Jamaica

Improved Access to Primary and infant School Education at Mocho Primary and Infant School, Dawkins, Clarendon, Jamaica

Improved Access to Nursery School Education at Eric Malcolm Basic School, Above Rocks, St. Catherine, Jamaica

Vulnerable Groups: (8)

Vocational Training for Vulnerable Youth, Belize

Guyana Blind Society Furnishing, Region 4

Guyana Society for the Blind Headquarters Rehabilitation

Horticulture and Flower Arrangement for Older Persons (Help Age St. Lucia)

Top Hill Senior Citizens' Home Reconstruction, Grenada

PACIS Respite Centre Construction, Dominica

Ptolemy Reid

Enhancement of Margetson Home Facilities St. John, Montserrat

Women and Gender (21)

Corozal Bay Women's Group Computer Skills, Belize

Design & Construction, Dominica

Pastry & Desert Making, Dominica

Sewing - La Plaine, Dominica

Home Economics – Delices, Dominica

Cosmetology, Dominica

Mahdia Nurses' Quarters Extension, Reg. 8, Guyana

Hiowa Village Nurses' Quarters Construction & Furnishing, Guyana

Kamarang Village Nurses' Quarters Construction & Furnishing, Guyana

Charles Roza School of Nursing Nurses' Hostel Rehabilitation, Reg. 10, Guyana

Behaviour & Attitudes Enhancement Training for Young Parents, St. Kitts & Nevis

Laborie Girls' Primary School Rehabilitation, St. Lucia

Horticulture and Flower Arrangement for Older Persons, St. Lucia

Rural Women in Agriculture, Fond Assau, Babonneau, St. Lucia

Screen Printing and Design, St. Vincent & Grenadines

Langley park Vegetable Production Training for Unemployed Women, SVG

Agro processing, Grenada (mainly female)

Rain Forest Foods, Agro Processing, Training and Equipment Supply, St. Lucia (mainly female).

Belmont Beekeeping Training and Equipment Supply, St. Lucia (mainly male)

Sculpture (Stone & Wood) & Wood Carving, St. Lucia (mainly male)

Chiller Room Construction, St. Lucia (mainly male)

New Horizons Skills Training Centre (construction), Jamaica – all male beneficiaries (40 M 1 F)

Alpha Boys Home Business Development and Marketing Training, Jamaica (9 M 11 F)

Rocky Point Market Social Marketing and Capacity Building Initiative, Jamaica (17 M 53 F)

Appendix 7: A sample of skills training courses provided under BNTF 6⁵⁰

- LS – Life Skills
- IT – Information Technology
- Carpentry
- Ceramics
- Wood carving
- Horticulture
- Agro processing
- Agriculture
- Cosmetology
- Air Conditioning and Refrigeration
- Garment Design & Construction
- Pastry & Dessert Making
- Sewing
- Home Economics
- Furniture & Confectionery Making & Equipment Supply
- Musical Creative Arts & Craft
- Technical & Educational Enhancement
- Livestock
- Electrical installation
- Small engine repairs
- Block Making & Garment Construction Training
- Handicraft & Heavy Duty Equipment Operator Training
- Carpentry/Furniture Making & Garment Construction Training
- Mechanical Engineering, Electrical Installation
- Music

⁵⁰ From Country PCRs.

Appendix 8: Annual Disbursements, as of April 2015

Components	Allocation	Disbursed								Undisbursed
		2009	2010	2011	2012	2013	2014	2015	Total	
COUNTRY PROJECTS										
Belize	2,760,515			801,230	968,157	214,948	476,521	34,397	2,495,253	265,262
Commonwealth of Dominica	2,282,608				269,917	661,105	760,523	425,696	2,117,242	165,366
Grenada	1,769,979		574,040	136,604	177,353	61,332	556,642	65,319	1,571,290	198,689
Guyana	6,710,000			601,237	1,403,020	1,654,740	2,556,443	332,992	6,548,431	161,569
Jamaica	4,297,830		985,702		1,948,049	1,259,739			4,193,490	104,340
Montserrat	1,086,496				5,479	250	851,024	135,543	992,296	94,200
St. Kitts and Nevis	863,535				23,341	253,628	264,527	68,447	609,942	253,593
St. Lucia	2,731,879			429,929	541,443	589,509	780,130	333,232	2,674,242	57,637
St. Vincent and the Grenadines	1,780,153			229,967	509,433	551,585	351,186	137,982	1,780,153	-
Turks and Caicos Islands	317,005			133,013	72,273	20,812.50			226,099	90,906
Total - Country Projects	24,600,000	-	1,559,743	2,331,980	5,918,464	5,267,648	6,596,997	1,533,607	23,208,438	1,391,562
Undrawn Balance at end of year		24,600,000	23,040,257	20,708,278	14,789,814	9,522,165	2,925,169	1,391,562		
Disbursement Ratio (%)			6.34%	10.12%	28.58%	35.62%	69.28%	52.43%		

Appendix 9: BNTF 6 Sector Distribution of SP Portfolio by Percentage of Programme Funds

COUNTRY	Access	Education	Skills Training	Water	Health	Production	Vulnerable Groups	Community Market	Maintenance	Total
Belize	-	51%	6%	23%	6%	-	8%	6%	-	100%
Dominica	8%	10%	7%	38%	-	5%	32%	-	-	100%
Grenada	-	56%	7%	4%	7%	-	26%	-	-	100%
Guyana	16%	32%	11%	28%	10%	-	3%	-	-	100%
Jamaica	9%	48%	7%	17%	4%	10%	5%	-	-	100%
Montserrat	17%	16%	4%	-	-	41%	18%	-	4%	100%
St. Kitts/Nevis	16%	23%	15%	-	46%	-	-	-	-	100%
St. Lucia	6%	33%	7%	26%	16%	2%	1%	9%	-	100%
St. Vincent/Gren	15%	37%	7%	-	41%	-	-	-	-	100%
Turks & Caicos	-	-	-	-	100%	-	-	-	-	100%

Appendix 10: Incomplete SPs by Country, Sector and Amount

Table 3.6: Incomplete SPs by Country, Sector and Amount									
	Access	Education	Health	Maintenance	Productive	Vul. Groups	Water	Skills Training	TOTAL
Belize	-	-	-	-	-	-	-	-	-
<i>Total</i>	-	-	-	-	-	-	-	-	-
Dominica	-	109,777.36	-	-	82,999.74	387,214.42	50,000.00	-	629,991.52
	-	-	-	-	-	166,204.17	-	-	166,204.17
	-	-	-	-	-	122,991.83	-	-	122,991.83
<i>Total</i>	-	109,777.36	-	-	82,999.74	676,410.42	50,000.00	-	919,187.52
Grenada	-	-	-	-	-	-	-	-	-
<i>Total</i>	-	-	-	-	-	-	-	-	-
Guyana	-	-	-	-	-	-	-	-	-
<i>Total</i>	-	-	-	-	-	-	-	-	-
Jamaica	-	-	-	-	-	-	-	-	-
<i>Total</i>	-	-	-	-	-	-	-	-	-
Montserrat	-	160,896.80	-	-	378,741.78	135,396.65	-	25,746.96	700,782.19
	-	-	-	-	-	-	-	-	-
<i>Total</i>	-	160,896.80	-	-	378,741.78	135,396.65	-	25,746.96	700,782.19
St Kitts & Nevis	-	-	50,585.18	-	-	-	-	-	50,585.18
	-	-	-	-	-	-	-	-	-
<i>Total</i>	-	-	50,585.18	-	-	-	-	-	50,585.18
St Lucia	-	-	-	-	-	-	-	-	-
	-	-	-	-	-	-	-	-	-
<i>Total</i>	-	-	-	-	-	-	-	-	-
St Vincent & Grenadines	-	-	-	-	-	-	-	30,630.00	30,630.00
	-	-	-	-	-	-	-	-	-
<i>Total</i>	-	-	-	-	-	-	-	30,630.00	30,630.00
Turks & Caicos Is.	-	-	-	-	-	-	-	-	-
	-	-	-	-	-	-	-	-	-
GRAND TOTAL	-	270,674.16	50,585.18	-	461,741.52	811,807.07	50,000.00	56,376.96	1,701,184.89

Appendix 11: BNTF 6 Male/Female Beneficiaries by Sector and Country

	Access		Education		Skills Training		Water		Health		Production		Vulnerable Groups		Community Market		Maintenance		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
BEL	-	-	4,618	4,440	46	91	2,772	2,642	813	796	-	-	78	72	54	44	-	-		
DOM	1,052	1,166	100	182	35	120	215	233	-	-	80	70	30	20	-	-	-	-		
GND	-	-	834	945	83	45	308	262	622	791	-	-	1,224	1,786	-	-	-	-		
GUY	5,479	3,676	2,290	1,956	160	277	11,714	12,571	7,756	7,853	-	-	302	262	-	-	-	-		
JAM	1,546	1,385	31	48/792	133	203	5,926	8,275	2,452	2,355	50	200	22	16/130	-	-	-	-		
MON	32	14	396	397	406	447	-	-	-	-	27	15	176	179	-	-	21	16		
SKN	1,455	1,565	385	437	26	59	-	-	-	-	-	-	-	-	-	-	-	-		
SLU	162	164	98	275	90	123	1,662	1,619	3,620	3,688	276	329	24	35	-	-	-	-		
SVG	194	194	16	83	30	60	-	-	7,095	6,218	-	-	-	-	-	-	-	-		
TCI	-	-	-	-	-	-	-	-	145	156	-	-	-	-	-	-	-	-	145	156
Total	9920	8164	8,768	8,715	1009	1425	22,597	25,602	22503	21857	433	614	1856	2354	54	44	21	16		

NOTES:

Education includes Early Childhood Education. Guyana undertook 3 ECD centres, approximately 100 children roughly equal distribution of sexes.

Figures for Guyana may be higher. The reported data covers up to the end of 2013.

Where the number of youth was reported, undifferentiated by sex, the number is reported separately. For Jamaica, 792 youth beneficiaries in Education, and 130 youth beneficiaries in Vulnerable Groups.

SVG recorded adult beneficiaries. Therefore the figures for education exclude the students enrolled in the facility. Figures for ECD were not provided.

SKN: Incomplete Mental Health SP targeted 235 males & 256 females.

DOM: Data on Education may be incomplete.



**MID TERM EVALUATION OF THE BASIC NEEDS
TRUST FUND
SEVENTH AND EIGHTH PROGRAMME CYCLES**

Final Report
February 2016

Submitted by
Sarah McIntosh
Kasala Ltd

Mid-Term Evaluation of BNTF 7 and 8: Draft Final Report

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Acknowledgements

We would like to thank all the interviewees and survey respondents for their time and insights. It was a pleasure to interact with people who showed such dedication to poverty alleviation and community development in their countries and the region as a whole. Each of you added a new dimension to our understanding of BNTF and we hope the MTE accurately reflects your inputs and will be useful for future programming.

Special thanks to Darran Newman, BNTF Portfolio Manager, for tirelessly and promptly responding to the many questions we posed, and to the other Projects Department staff for clarifying things related to their countries or specialist areas.

Also, many thanks to Aldean Moore for the excellent arrangements she made for my visit to Montserrat, which enabled me to interact with a wide range of stakeholders and see many actual and prospective BNTF 7 and 8 sites, and to Lindonne Glasgow for arranging the focus group session with Grenadian participants in the Standard of Training, Certification and Watchkeeping training in Trinidad. The support of Celia Dillon and Daintyann Barrett in arranging the JSIF staff and stakeholder interviews and site visits in Jamaica is gratefully acknowledged.

Sarah McIntosh, February 2016

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Acronyms

AO	Administrative/Accounting Officer
APPR	Annual Project Performance Report
BIS	BNTF Information System/BNTF Interim System
BMC	Borrowing Member Country
BNTF	Basic Needs Trust Fund
BNTF 6	Basic Needs Trust Fund: Sixth Programme
BNTF 7	Basic Needs Trust Fund: Seventh Programme
BNTF 8	Basic Needs Trust Fund: Eighth Programme
BSIF	Belize Social Investment Fund
CA&D	Community Access and Drainage
CDB	Caribbean Development Bank
CFTDI	Caribbean Fisheries Training and Development Institute
CLO	Community Liaison Officer
CLP	Caribbean Leadership Programme
CNAA	Community Needs Assets Assessment
CPP	Country Project Portfolio
ECD	Early Childhood Development
EHRD	Education and Human Resource Development
IA	Implementing Agency
IMF	International Monetary Fund
IOA	Institutional and Organisational Assessment
JSIF	Jamaica Social Investment Fund
M&E	Monitoring and Evaluation
MOV	Means of Verification
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
MOU	Memorandum of Understanding
NGO	Non-Governmental Organisation
OE	Oversight Entity
OM	Operations Manual
OO	Operations Officer
OVI	Objectively Verifiable Indicator
PC	Participating Country
PCR	Project Completion Report
PIU	Project Implementation Unit
PM	Project Manager
PMC	Project Monitoring Committee
PPMS	Project Portfolio Management System
PRAP	Poverty Reduction Action Plan
QaE	Quality at Entry
SDF	Special Development Fund
SDF 8	Special Development Fund Eighth Cycle
SDF-U	Special Development Fund (Unified)
SoE	Statement of Expenditure
SPMR	Sub-Project Monitoring Report

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SPCR	Sub-Project Completion Report
STCW	Standard of Training, Certification and Watchkeeping
TA	Technical Assistance
TCI	Turks and Caicos Islands
TOR	Terms of Reference
W & S	Water and Sanitation

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EXECUTIVE SUMMARY

The Mid-Term Evaluation (MTE) of the Basic Needs Trust Fund Seventh and Eighth Programme Cycles (BNTF 7 and 8) is intended to determine the progress towards the achievement of the agreed targets for BNTF 7 and 8 and the adequacy of the programme design of BNTF 7 and 8 to support its mission as a community development programme. The Board of Directors of the Caribbean Development Bank (CDB) approved BNTF 7 and 8 in October 2012 and December 2014 in the amounts of USD46 million and USD10 million respectively, with the Participating Countries (PCs) expected to contribute USD6.04 million; a further USD1.9 million was reallocated from BNTF 6 to BNTF 8. The two Cycles are now being implemented concurrently, with all projects due to be completed and funds fully disbursed by 31 December 2016.

We adopted a mixed-methods approach to the evaluation, using a variety of evaluation tools to elicit both quantitative and qualitative data. The tools included literature review and desk research; in-person interviews; telephone or Skype interviews; an online survey instrument; site visits to Sub-Projects in Montserrat and Jamaica and focus groups with actual or intended beneficiaries.

At 10 February, 2016, funding of USD28.2 million had been committed for 133 sub-projects, representing 78% of the BNTF 7 and 8 allocation for sub-projects, which is an improvement over the 57% allocation committed under BNTF 6 by the same stage in the Programme cycle. It is anticipated that 207 sub-projects to the value of USD36.8 million will be approved by 31 March 2016. Projected approvals reflect six PCs fully committing their sub-project allocation under BNTF 7, with two of these countries fully committing BNTF 8. BNTF 8 funds have already been allocated based on the PRAPs. Disbursements stood at \$5.5 million, representing 9% of the CDB grant contribution.

Since the MTE took place at a time when few Sub-Projects were being implemented, the main focus was on evaluating the application and impact of the new Process Flow that was introduced to improve Programme and Sub-Project design and operations under BNTF 7 and 8. The major innovation was the introduction of Sector Portfolios for the three identified focal areas for BNTF 7 and 8 - Community Access and Drainage (CA&D), Education and Human Resource Development (EHRD); and Water and Sanitation (W&S). Sector Portfolios capture all the Sub-Projects to be implemented during the Programme cycle whereas in the past the Implementing Agency (IA) could submit projects individually to CDB for appraisal throughout the cycle. Other important changes included revisions to the design of the Poverty Reduction Action Plans (PRAPs), the introduction of a Community Needs Assets Assessment (CNAAs) in place of the former Community Needs Assessment, and increased emphasis on both environmental and gender mainstreaming.

Several other measures were taken to support effective Programme design and implementation, such as the revised BNTF Operations Manual; a new web-based information system, the BNTF Interim System (BIS); and a Results Monitoring Framework and tools for monitoring Sub-Projects.

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Under the Regional component of BNTF 7 and 8 CDB also commissioned

- Institutional and Organisational Assessments (IOAs) of nine Implementing Agencies (IAs), which assessed the adequacy of the institutional framework and processes for managing implementation; and
- Case studies of ten selected BNTF 4, 5 and 6 Sub-Projects from five different countries, both to provide an assessment of the longer term impact of the projects and to document key lessons that could be applied in the implementation of future Programme Cycles, including BNTF 7 & 8.

IA staff and other national stakeholders also received capacity building in results based monitoring, financial management, gender mainstreaming and environmental management since the inception of BNTF7.

Our findings indicate that the new Process Flow has resulted in a more strategic approach, which facilitates greater coherence between BNTF projects and national policies and priorities. In the long term, it should also result in more efficient and effective use of resources. However, its inception created a steep learning curve for both CDB and IA staff, which resulted in unanticipated technical assistance costs and a later-than-anticipated start of Sub-Project implementation. This means that the terminal disbursement date of 31 December 2016 may prove to be unrealistic for some countries. The review of the Process Flow also highlighted a number of challenges in the current governance structure, which need to be addressed to optimise the efficiency and effectiveness of the Programmes.

We also reviewed the systems and frameworks in place to ensure effective results management and Programme performance and supervision. We concluded that BNTF has a strong commitment to results-based management, which is percolating down to country level through sensitisation and capacity building. However, the current approach has inconsistencies that make it difficult to implement effective monitoring and evaluation (M&E).. As the current approach relies heavily on reporting of quantitative data against standard indicators, important qualitative data and longer-term outcomes are not being systematically captured, except through occasional case studies. As such, the full impact of BNTF on poverty reduction and people's wellbeing is likely to be under-reported.

We also noted BNTF's strong emphasis on continuous learning and improvement as evidenced by the innovations introduced under BNTF7, as well as the number and scope of BNTF 7 and 8 Technical Assistance (TA) projects that focus on capacity building or systemic change, such as the M&E and financial and administrative training workshops, the IOAs, the ongoing reviews of the governance system and M&E frameworks, and indeed the MTE itself. Our initial concern was that the volume of changes and recommendations being produced might exceed the capacity of the system to digest and apply them, as well as placing a heavy burden on CDB Operations Officers (OOs) and IAs in terms of providing information to consultants. However, CDB has proactively facilitated information exchange between the various TA consultants with a view to consolidating key findings and identifying the most important priorities for the remainder of BNTF 7 and 8.

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Good results were reported for the Sub-Projects that were complete or well underway at the time of the MTE¹, including improved quality of life and other positive outcomes that had not been anticipated. Although we the MTE can only report results from a few Sub-Projects under the current Cycles, it is important to note that, throughout the interviews, we heard anecdotal evidence of the positive impact that past BNTF projects have had on communities and individuals. Interviewees also expressed confidence that BNTF 7 and 8 Sub-Projects will also have a significant impact on community development and alleviating poverty, particularly through the increased emphasis on human resource development, which was felt to be an important complement to construction and improvement of infrastructure. It was also clear that it is this impact on people's lives that motivates many IA staff in circumstances where their remuneration often does not match their efforts.

We have summarised below the main recommendations arising from the MTE, with more detail provided in Section 9 of the main report. As indicated in the footnotes, CDB has already begun to address many of these recommendations under other TA projects.

A. Governance

Review the entire BNTF governance structure² with a view to improving the rate of commitment and disbursement of funds through delegation of more responsibility and accountability to country level and incentivising and rewarding IA performance. Specifically, we recommend that this review should consider:

1. Delegation of more responsibility and accountability to all IAs along the lines of the SIFs, i.e. through the use of floats rather than payments in arrears³.
2. Development of IA performance targets, based on agreed indicators of effectiveness and efficiency in the results framework for the Programme Cycle, with funds allocated to provide incentives for efficient and effective performance.
3. Placing greater emphasis on effective communication, participatory processes and teamwork at all levels of the BNTF governance structure and ensuring that internal communications form an integral part of BNTF's Communications Strategy⁴.
4. Revising the current Process Flow with a view to reducing the timeframe from Programme inception to Sector Portfolio approval (see more detailed recommendations at Section 9.1 d).

¹ Barzeys Road and Drummonds Road in Montserrat; Grenada and St Vincent HRD programmes

² It should be noted that a full governance review is currently underway under a separate TA and that recommendations from the MTE are being considered as part of this.

³ It should be noted that this suggestion is already receiving consideration by CDB, following its inclusion in the MTE interim report.

⁴ It should be noted that the development of BNTF's Communication Strategy was approved and it is hoped that this recommendation can be considered under that consultancy and as part of the dissemination strategy within a new M&E design to be completed March 2016.

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5. Ways in which payments to contractors and implementing bodies can be accelerated to address the cash flow problems (at both government and contractor level) that contribute to implementation delays.

B. Results management

Review the entire results management system⁵ with a view to enhancing coherence with national strategic goals and priorities, placing greater emphasis on assessing and documenting impact and outcomes, and developing a CDB Project Portfolio Management System (PPMS) that serves the needs of all key stakeholders. Specifically, we recommend that this review should consider:

6. Alignment of future SDF and BNTF Programming with the 2030 Sustainable Development Goals (SDGs) and related targets/indicators being prioritised by the PCs.
7. Participatory development of a results management approach that recognises contribution as well as attribution, focuses as much on learning as accountability, places greater emphasis on identification and reporting of outcomes (for example, through outcome mapping or harvesting) and allows for the integration of country-specific outcome indicators in order to capture nuanced, country-specific results.

C. Capacity building

Focus on building and leveraging in-country capacity with a view to enhancing the sustainability of the Programme, reducing the need for one-off TA assistance during project design and implementation, and maximising opportunities for peer exchange and learning. Specifically we recommend:

8. Development of a cadre of in-country mentors/coaches to provide support, for example to IAs, Oversight Entities (OEs), Project Monitoring Committees (PMCs), and increase local capacity (see more detailed recommendations are provided at Section 9.3 a).
9. An annual regional BNTF training workshop for selected existing and new IA staff, OE Chairs and other key stakeholders to ensure they are up-to-date with CDB policies and procedures and to provide opportunities for peer exchange of best practices and lessons learnt (similar to the annual training workshops under World Bank projects).
10. Allocation of resources to effectively manage the community of practice and stimulate continuous sharing of good practices, results and lessons learnt.

⁵It should be noted that a full M&E review is now ongoing under a separate TA and that recommendations from the MTE are being considered as part of this.

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1. BNTF 7 AND 8 BACKGROUND

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 Seventh and Eighth Programme Cycles (BNTF 7 and 8). The Programme is designed to assist poor and vulnerable communities. It is implemented by Implementing Agencies (IAs) in ten Borrowing Member Countries (BMCs) – Belize, Dominica, Grenada, Guyana, Montserrat, Jamaica, St. Kitts and Nevis, Saint 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 CDB Board of Directors approved BNTF 7 and 8 in October 2012 and December 2014 in the amounts of USD46 million⁶ and USD10 million respectively (see Appendices 1 and 2 for the relevant Board papers), with the Participating Countries (PCs) expected to contribute USD 6.04 million; a further USD 1.9 million was reallocated from BNTF 6 to BNTF 8. The Programme design and operational approaches of BNTF 7 and 8 are collectively intended to increase development effectiveness and focus the Programme on its community development and poverty reduction goals.

Sub-Projects under BNTF 7 and 8 focus on the strategic areas of education and human resource development (EHRD); basic community access and drainage (CA&D); and water and sanitation (W&S). The resources under the BNTF regional component, which are managed centrally by CDB, are intended 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.

BNTF 7 and 8 are now being implemented concurrently, with all projects due to be completed and funds fully disbursed by 31 December 2016.

2. SCOPE OF WORK

2.1. Overview

As outlined in the Terms of Reference (TOR) attached at Appendix 3, the Mid-Term Evaluation (MTE) is intended to determine the progress towards the achievement of the agreed targets for BNTF 7 and 8 and the adequacy of the programme design of BNTF 7 and 8 to support its mission as a community development programme in support of eligible areas and its objectives, through:

- review of the policies, procedures, and systems in place for the administration, operation and monitoring of BNTF 7 and 8;

⁶ The TOR states USD 41 million but all other documents reviewed state \$46 million so we have assumed that the latter is correct.

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- assessment of the degree of efficiency with which the operations of BNTF 7 and 8 are being undertaken;
- assessment of the progress on the implementation of the BNTF 7 and 8 strategy outlined in the results frameworks of the CDB Board Papers;
- review of the implementation and supervision arrangements in place to underpin the successful execution of BNTF 7 and 8, including provisions for maintenance;
- assessment of progress made in the implementation of the recommendations in the BNTF 6 Programme Completion Reports (PCRs);
- identification of any lags in the implementation of BNTF 7 and 8, and make recommendations for addressing them.

The MTE is further tasked to:

- recommend improvements to increase the effectiveness and impact of the balance of the resources available under SDF 7 and 8;
- provide specific recommendations and decisions to be taken, as well as accountability and time lines for completion to ensure the achievement of the objectives of BNTF 7 and 8;
- organise and/or integrate all SDF MTR and BNTF MTE findings and recommendations into the following five broad areas:
 - i. Measures to Improve Programme/Sub-Project Design and Operation
 - ii. Pace and Quality of Project Implementation
 - iii. Results Management, Programme Performance and Supervision
 - iv. Lessons Learnt, and;
 - v. Project Adjustments and Mid-Course Corrections, as needed for BNTF 7 and 8 (decisions/actions by whom and by when).

3. EVALUATION APPROACH

3.1. MTE team

Kasala's Project Manager for the MTE was Sarah McIntosh, who is based in Trinidad. She was assisted by Nicole Brown, based in Jamaica, who was responsible for all aspects of the data collection and analysis related to Jamaica (i.e. desk research, interviews, focus groups, site visits) and the interviews with the Guyana Implementing Agency (IA). Nicole also assisted in the development of data collection instruments (interview questions, focus group questions, online survey), the analysis of findings and recommendations, and the drafting of the inception, interim and final reports.

3.2. Conceptual framework for the conduct of the assignment

The inception report outlined our conceptual framework for the MTE and to a large extent this continued to guide us, though in some instances the analysis was constrained by lack of data (e.g. Sub-Project Monitoring Reports (SPMRs) that were not up-to-date or targeted interviewees failed to respond to requests for interviews). Similarly, the later-than-anticipated finalisation of the BNTF6 PCR meant that these findings were not discussed with interviewees.

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The evaluation is formative in nature, so reviews the process for planning for and implementation of BNTF 7 and 8, with a view to providing guidance on ways to improve Programme efficiency and effectiveness. It seeks to assess the extent to which the results outlined in the BNTF 7 and 8 results frameworks had been achieved and what could be learned from the enabling factors or challenges that had contributed to or hindered their achievement. As the Sector Portfolio appraisal process was in many instances still underway and the majority of approved Sub-Projects were either not started or in the very early stages of implementation, the emphasis of the MTE is primarily on assessing the planning process.

Based on the initial literature review, we proposed two main Results Monitoring Frameworks (RMFs) for the MTE, which are attached at Appendix 4 *Scope of Work and Proposed Results Monitoring Framework for the Data Collection and Analysis Phase of the MTE* and Appendix 5 *Outputs and Indicators for Programme Efficiency and Effectiveness* (extract from BNTF 7 Programme Outline – Programme Summary page ii). Additionally, to complement the mainly quantitative indicators in these RMFs, we developed an *Outcome Challenge Statement and Assessment Tool*, which is attached at Appendix 6. Wherever possible, the objectively verifiable indicators (OVIs) and means of verification (MOV) in existing BNTF 7 and 8 RMFs/Results Frameworks (RFs) were used for the assessment of progress and results. In instances where none had been identified for a particular area of the scope of works, we sought to extrapolate relevant ones from BNTF 7 and 8 documents. The assessment of actual results against these frameworks is provided in Section 4 below.

3.3. Methodology

We applied a mixed-methods approach to the evaluation, using a variety of evaluation tools to elicit both quantitative and qualitative data. The tools included literature review and desk research; in-person interviews; telephone or Skype interviews; an online survey instrument; site visits to Sub-Projects in Montserrat and Jamaica⁷; and focus groups with actual or intended beneficiaries. The application of these tools is outlined in more detail in Sections 3.3.1 to 3.3.7 below.

3.3.1. *Literature Review and Desk Research*

We reviewed a wide range of BNTF documents and the full list is attached at Appendix 7. This was an incremental process, both because review of one document often highlighted another potentially useful one, and because some documents only became available during the course of the MTE, such as, the BNTF 6 Project Completion Report (PCR) and various updates on the status of BNTF 7 and 8 sector portfolio approvals, the regional component and disbursement of funds. The documents fall into four main categories and are listed accordingly in Appendix 7 for ease of reference:

- documents relating directly to BNTF 7 and 8, such as the Programme outlines contained in the October 2012 and December 2014 reports to the CDB Board, the various results

⁷ These two countries were selected by CDB because they had infrastructural projects underway at the time of the MTE.

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frameworks, the country sector portfolios, and Sub-Project monitoring and completion reports (SPMRs and SPCRs);

- CDB reports that reference BNTF, such as the Annual Reports and Development Effectiveness Reviews;
- reports from other evaluations and technical assistance (TA) interventions that contain relevant findings or recommendations, such as the BNTF 6 PCR, the SDF 8 Mid-Term Review (MTR) and the Institutional and Organisational Assessment (IOA) reports;
- BNTF resource materials, such as the Operations Manual, the Environmental Guidance Manual, and the BNTF Interim System (BIS) User Manual.

3.3.2. Development of key evaluation questions for the interviews and focus groups

We developed a series of guiding questions for the main stakeholder interview and focus groups sessions as follows:

- Interview guideline questions for BNTF Operations Officers (Appendix 8)
- Interview guideline questions for BNTF Programme & Administrative Assistant (Appendix 9)
- Interview guideline questions for BNTF Social Analyst (Appendix 10)
- Interview guideline questions for Implementing Agency (IA) staff (Appendix 11)
- Interview guideline questions for Oversight Entity (OE) Chair and members (Appendix 12)
- Focus group questions for Grenada participants in Standard of Training, Certification and Watchkeeping (STCW) course (Appendix 13)
- Focus group questions for Barzeys Stakeholder Focus Group, Montserrat (Appendix 14)
- Focus group questions for Mixed Stakeholder Focus Group, Montserrat (Appendix 15)
- Focus group questions for Ocho Rios and Old Harbour Primary Schools (Appendix 16)

3.3.3. Interviews with CDB staff

Sarah McIntosh visited Barbados from 3-4 November 2015 for meetings with selected CDB staff and interviews with BNTF Operations Officers (OOs) - see Appendix 17 for full list of meetings. Discussions were also held with the BNTF Portfolio Manager throughout the MTE, which proved extremely helpful in clarifying issues that were unclear from the documentation and in providing more in-depth insights into the rationale for the changes made to the Process Flow during BNTF 7 and 8. The Portfolio Manager and a number of her staff also provided very useful comments on the draft interim and final reports.

3.3.4. In-country/in-person interviews, focus groups and site visits

Sarah McIntosh travelled to Montserrat from 26-29 October 2015 for site visits and stakeholder interviews (IA staff, OE members, technical consultants, contractors, actual and potential BNTF beneficiaries) – see Appendix 18 for full details. Nicole Brown conducted the initial round of stakeholder interviews and the first site visit between 23 October and 9 November and completed the interviews and the second site visit in between 29 January and 5 February – see Appendix 19 for full details. In addition, Sarah McIntosh was able to interview Lindonne Glasgow, Grenada Community Liaison Officer (CLO) in Trinidad, when she accompanied the STCW participants from Grenada.

The target sample size for in-person, in-country interviews was 11 persons, whereas the actual number interviewed was 28. The target number of focus groups was five (2 in Jamaica, 2 in

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Montserrat, and 1 with Grenada participants in the STCW training in Trinidad) and these were completed as planned, involving a total of 43 persons.

3.3.5. *Telephone and Skype interviews*

For the eight BNTF countries that we did not visit, we requested interviews with the Project Manager (PM), CLO, Administrative/Accounting Officer (AO) and Chair of the OE, with a target of interviewing a minimum of 16 people, which we estimated in the inception phase to be 50% of the target interviewees⁸. We interviewed a total of 24 persons from eight countries, including some additional staff attached to BNTF offices, such as the M&E specialist in Saint Lucia and project engineer in Guyana. A full list of those interviewed is attached at Appendix 20.

3.3.6. *Informal discussions*

During the course of the MTE, we were also able to hold informal discussions with a number of people living in BNTF countries to garner their perspectives on BNTF, including residents in communities that had benefited from BNTF infrastructure and development professionals working in related fields. These perspectives provided a useful complement to those of persons actively engaged in BNTF implementation or oversight.

3.3.7. *Online survey*

The online survey (see Appendix 21) went live on 11 November, with a deadline of 11 December. However, this was extended to 18 December to encourage additional responses. The link to the survey was circulated to IA staff with a request to forward it on to other key stakeholders in their countries. It was also emailed directly to about 200 persons on a contact list provided by the Portfolio Manager; however, about 20% of these emails were returned as undeliverable, indicating that the list may be out of date. A few people also responded to say that their involvement with BNTF had ended before the current Programme Cycles, so were unable to respond.

The survey received 25 responses as against a target of 56 but this is offset somewhat by the higher than targeted number of persons interviewed (see 3.3.4 and 3.3.5). On the other hand, some respondents may also have been interviewed. The breakdown of the respondents is 2 PMs; 4 CLOs/Assistant CLOs; 2 AOs, 2 OE members; 11 technical consultants; 1 Project Engineer; 1 M&E Officer; and 1 representative of a government agency where a BNTF project is being implemented. The detailed results of the survey are attached at Appendix 22 and the findings are incorporated in the analysis under Sections 4 to 8 below.

3.4. *MTE data gaps*

A potential weakness of the MTE approach is that it generated comparatively little direct feedback from current or future beneficiaries under BNTF 7 and 8 because the MTE only provided for two country visits and the contact list provided for the online survey contained

⁸ In fact, at the time of conducting the interviews, Turks and Caicos Islands did not have a CLO or AO with any experience of the BNTF 7 or 8 process. On the other hand, we had not taken into account the fact that Nevis has its own Project Coordinator, part-time CLO and Project Steering Committee.

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few if any direct beneficiaries. However, our focus group sessions with beneficiaries from the five completed or ongoing Sub-Projects in Montserrat, Grenada and Jamaica were productive and we note that the BNTF 7 and 8 PCRs and Programme Closing Report, due to be completed in 2017, will involve active participation by project beneficiaries in all participating countries. The informal discussions mentioned at 3.4.6 also generated some indirect feedback from past beneficiaries, much of which complemented our direct findings.

4. ACTUAL OUTPUTS/OUTCOMES COMPARED WITH IDENTIFIED INDICATORS FOR MTE

Table 1 below outlines the status of the **outcomes** and **outputs** at 10 February 2016, using the Indicators identified for the *Scope of Work and Proposed Results Monitoring Framework for the Data Collection and Analysis Phase of the MTE* (see Appendix 4). The results of the *Outcome Challenge Statement and Assessment Tool* developed by the consultants are attached at Appendix 23. These are understandably limited given the status of Sub-Project implementation in most countries but it should serve as a useful baseline for the end of project evaluation.

In both analyses, some results could only be partially assessed because implementation of BNTF 7 Sub-Projects was only just starting, or had not yet started, during the main MTE data collection stage (September to December 2015). Some BNTF 7, and the majority of BNTF 8, Sector Portfolios were still not approved or in some instances had been delayed by changes in government⁹/government priorities or, in the case of Dominica, by the impacts of Hurricane Erika.

With regard to disbursements, as at 10 February, 2016, funding of USD28.2 million had been committed for 133 sub-projects, representing 78% of the BNTF 7 and 8 allocation for sub-projects, which is an improvement over the 57% allocation committed under BNTF 6 by the same stage in the Programme cycle. It is anticipated that 207 sub-projects to the value of USD36.8 million will be approved by 31 March 2016. Projected approvals reflect six PCs fully committing their sub-project allocation under BNTF 7, with two of these countries fully committing BNTF 8. BNTF 8 funds have already been allocated based on the PRAPs. Disbursements stood at \$5.5 million, representing 9% of the CDB grant contribution.

⁹ Elections were held in Dominica in late 2014, and in Belize, Guyana, St Kitts and Nevis and St Vincent & the Grenadines in 2015.

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Table 1 MTE RMF Status of outcomes and outputs at 15 December 2015¹⁰

Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification
<p>a) Review the policies, procedures, and systems in place for the administration, operation and monitoring of BNTF 7 and 8</p> <p>b) Assess the degree of efficiency with which the operations of BNTF 7 and 8 are being undertaken</p>	M&E system established and functional by Q2 of 2013	BNTF had an M&E system in place prior to BNTF 7 and 8; however, in recognition of the need for improved coherence and strengthening of the focus on outcomes, a TA for a new M&E system is currently underway and is expected to be completed by Q1 2016.	<ul style="list-style-type: none"> • CDB reports • IA reports • PRAPs • CPP • Sector portfolios • Sub-Project monitoring reports • Interview reports • Survey report • OE Meeting Minutes • Audit Reports
	MIS functional by Q2 of 2014	The MIS is due to be replaced by the Project Portfolio Management System (PPMS), which will address many of the expressed concerns about the current and past information systems. As a stopgap measure, BNTF developed and is currently using the BNTF Interim System (BIS), which has been functional since mid-2013. This provides for improved Sub-Project monitoring when compared with the original MIS.	
	New Process Flow established and operational by end 2012.	<p>Process Flow established and operational by end 2012, Of the 20 persons who rated the process of getting to Sector Portfolio/sub-project approval stage in comparison with previous Programme Cycles:</p> <ul style="list-style-type: none"> • 20% rated it as easier (4 respondents) • 30% rated it as the same (6 respondents) • 40% rated it as harder (8 respondents) • 10% rated it as much harder (8 respondents) 	
	Increased authority and autonomy to BNTF PCs for managing increased limits of Sub-Projects.	The Sector Portfolio system means that IAs/PCs are managing a larger number, and therefore a higher value, of Sub-Projects at any one time. However, the interviews did not identify any	

¹⁰ The selected Indicators in normal type are extracted from BNTF RMFs; those *in italics* are those suggested by the consultant in the inception report and agreed by CDB, based on objectives/outcomes/outputs inferred from other CDB/BNTF documents.

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Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification
		sense of increased authority or autonomy in IAs/PCs. However, the recent (December 2015) decision to provide float disbursements is likely to contribute to achievement of this indicator.	
	<i>User ratings of the ease of use of the Operations Manual.</i>	<p>17 persons (68%) of respondents to the online survey indicated that they had used the Operations Manual, rating it for ease of use as follows:</p> <ul style="list-style-type: none"> • Very good 12% (2 respondents) • Good 65% (11 respondents) • Fair 23% (4 respondents) <p>This is broadly in line with the findings of the interviews (see Section 5.2 for more detailed feedback).</p>	
	<i>User ratings of the ease of use of the BIS.</i>	<p>10 persons (42%) of respondents to the online survey indicated that they had used the BIS, rating it for ease of use as follows:</p> <ul style="list-style-type: none"> • Very good 18% (2 respondents) • Good 27% (3 respondents) • Satisfactory 55% (6 respondents) <p>Interviewees in some cases expressed significant reservations about its usefulness in relation to the time expended on data input, particularly to the IAs themselves ¹¹ (see Section 7.4 for more detailed feedback).</p>	
	<i>User ratings of the ease of use of the M&E system.</i>	Our interviews did not surface a clear picture of the ease of use of the current M&E system, other than the BIS component; however, those interviewees who had attended the 2013/2014	

¹¹ An internal assessment of the M&E functions (2015) indicated that IAs did not have to report on results to their Governments, hence the demand was coming more from CDB.

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Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification
		regional M&E training for project managers and OE chairs rated it as useful, while expressing a need for more in-depth capacity building. The ongoing TA for a new M&E system is expected to respond to any concerns with the current M&E approach. An M&E Design workshop for IAs is to be held on 24-25 February 2016.	
	<i>Number of months between Programme start and submission of Sub-Project portfolios</i>	At present, this is not systematically tracked either by CDB or IAs, although this is the intention when the PPMS comes on stream.	
	<i>Number of weeks between Sub-Project submission and approval.</i>	At present, this is not systematically tracked either by CDB or IAs, although this is the intention when the PPMS comes on stream.	
c) Assess progress on the implementation of the BNTF 7 and 8 strategy outlined in the results frameworks of the CDB Board Papers relating to BNTF 7 and 8, i.e. the following outputs: i. Enhanced physical and enabling environment for delivery of education,	M&E system established and functional by Q2 of 2013.	[As above]	<ul style="list-style-type: none"> • IA Project Reports. • Supervision/Site inspection /monitoring visit reports. • Compliance Audits. • Beneficiary Surveys. • Sub-Project Monitoring Reports. • BIS User Manual • Technical Assistance Paper for BNTF M&E
	MIS functional by Q2 of 2013.	[As above]	
	<i>Compliance on gender equality, environmental sustainability and disaster risk reduction project design and implementation.</i>	CDB provision of templates, checklists and gender training for PMs, CLOs and OE Chairs has contributed to improved compliance when compared to BNTF6, with some countries fully compliant in one or more areas. However, for a number of countries, this is still a work-in-progress, with IAs indicating a need for more in-depth capacity building, particularly in the area	

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Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification
<p>water and sanitation, and transportation services in poor communities.</p> <p>ii. Improved human resource capability for management, livelihoods and social readjustment.</p> <p>iii. Enhanced institutional framework for community development.</p> <p>iv. Enhanced MIS.</p> <p>v. Improved capacity of communities to monitor development interventions.</p>	<p><i>Strengthened stakeholder and beneficiary participation in Sub-Project design, implementation and monitoring.</i></p>	<p>of gender mainstreaming.</p> <p>We were unable to evaluate this fully given our limited direct interaction with beneficiaries, the fact that this outcome was not specifically addressed in our interviews with IAs, and the small number of Sub-Projects being implemented at the time of data collection. However, this indicator will be fully assessed under the BNTF 7 and 8 PCRs.</p> <p>Beneficiary participation seems to be stronger in some PCs/sites than in others. The Barzeys and Drummonds PMCs in Montserrat had stimulated active beneficiary participation in both the implementation and monitoring phases. In Jamaica, there is a strong sense of ownership within the Ocho Rios and Old Harbour Primary School Boards, which act as <i>de facto</i> PMCs.</p> <p>Based on a recent visit, the Portfolio Manager reported that Guyana 's IA takes stakeholder participation very seriously, with monthly meetings of the consultants, contractors and PMC members and our interviews confirmed that the same applies in TCI.</p> <p>However, instances were cited in several countries where beneficiaries felt temporarily disaffected or excluded as a result of the long period between initial consultation and design of the project and the start of implementation, particularly where they did not receive regular updates on the project approval status.</p>	<p>system and Impact Assessment framework</p> <ul style="list-style-type: none"> • Sub-Project Completion Reports. • Country Project Completion Reports • Consultants' Reports. • Project statistics on SP interventions. • Training Statistics and Reports. • Site visits. • Interview reports. • Focus group reports. • Report on survey responses.

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Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification								
	By MTE date, number of: <ul style="list-style-type: none"> • Sub -projects in 10 Country Projects completed in compliance with programme standards 	Based on BIS and other information received, three Sub-Projects completed (Barzeys Road and Drummonds Road, Montserrat and ECD training, SVG). No data on compliance but we understand that W&S and CA&D Sub-Projects comply with national standards.									
	<ul style="list-style-type: none"> • Interventions supporting capability enhancement for service delivery 	The total number of approved Sub-Projects supporting capability enhancement for service delivery is estimated to be 103.									
	<ul style="list-style-type: none"> • Interventions supporting community-based management 	The total number of approved Sub-Projects supporting capability enhancement for service delivery is estimated to be 63.									
	<ul style="list-style-type: none"> • Persons trained and certified by number, age and sex. 	To date six countries (Belize, Grenada, Guyana, Jamaica, St Vincent and the Grenadines (SVG) and Turks and Caicos Islands (TCI) have approved Sub-Projects for skills training and/or teacher training and certification with the following numbers of persons expected to be trained: <table style="margin-left: 20px; border: none;"> <tr> <td>Male teachers trained/certified</td> <td style="text-align: right;">265</td> </tr> <tr> <td>Female teachers trained/certified</td> <td style="text-align: right;">574</td> </tr> <tr> <td>Male beneficiaries of skills training</td> <td style="text-align: right;">750</td> </tr> <tr> <td>Female beneficiaries of skills training</td> <td style="text-align: right;">762</td> </tr> </table> In the case of the Grenadian students participating in the <i>Standard of Training, Certification and Watchkeeping (STCW)</i> training, all those who participated in the 3 offerings to date passed all their exams and have been certified.		Male teachers trained/certified	265	Female teachers trained/certified	574	Male beneficiaries of skills training	750	Female beneficiaries of skills training	762
	Male teachers trained/certified	265									
Female teachers trained/certified	574										
Male beneficiaries of skills training	750										
Female beneficiaries of skills training	762										
<i>IAs and communities using RMFs for monitoring and evaluation.</i>	Limited data because so few Sub-Projects being implemented. IAs are mainly using the standard drop-down indicators in BIS for M&E, even though this results in some constraints (see Section 7 below for more details).										

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Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification																																	
	<i>IAs using the MIS.</i>	All IAs using BIS, though both IA staff and OOs reported that data entry often lags behind the actual achievement of the output or outcome.																																		
<ul style="list-style-type: none"> Review implementation and supervision arrangements in place to underpin the successful execution of BNTF 7 and 8, including provisions for maintenance. 	<i>OEs established and meeting regularly.</i>	All OEs established but meeting with varying degrees of regularity, in part dependent on the stage in the Programme cycle. Peak times for OEs are Sub-Project design and implementation, both of which normally require site visits.	<ul style="list-style-type: none"> IA reports (including OE and PMC minutes) Environmental Screening Checklists and Environmental Management Plans attached to Sub-Projects Consultant Reports on the development of a BNTF Community Maintenance Model Interviews Sub-Project portfolios Site visits Focus group reports Report on survey responses Aide Memoires/Back to Office Reports 																																	
	<i>Project Monitoring Committees (PMCs) established and meeting regularly.</i>	PMCs established mainly for infrastructure Sub-Projects ¹² that are underway and in some cases (e.g. Guyana) also in anticipation of implementation, see table below. <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th>Country</th> <th>Approved SPs</th> <th>No. of PMCS</th> </tr> </thead> <tbody> <tr> <td>Belize</td> <td style="text-align: center;">13</td> <td style="text-align: center;">0</td> </tr> <tr> <td>Dominica</td> <td style="text-align: center;">7</td> <td style="text-align: center;">4</td> </tr> <tr> <td>Grenada</td> <td style="text-align: center;">17</td> <td style="text-align: center;">39¹³</td> </tr> <tr> <td>Guyana</td> <td style="text-align: center;">47</td> <td style="text-align: center;">47</td> </tr> <tr> <td>Jamaica¹⁴</td> <td style="text-align: center;">9</td> <td style="text-align: center;">0</td> </tr> <tr> <td>Montserrat</td> <td style="text-align: center;">13</td> <td style="text-align: center;">2</td> </tr> <tr> <td>St Kitts and Nevis</td> <td style="text-align: center;">0</td> <td style="text-align: center;">0</td> </tr> <tr> <td>Saint Lucia</td> <td style="text-align: center;">4</td> <td style="text-align: center;">0</td> </tr> <tr> <td>SVG</td> <td style="text-align: center;">21</td> <td style="text-align: center;">0</td> </tr> <tr> <td>TCI</td> <td style="text-align: center;">2</td> <td style="text-align: center;">2</td> </tr> </tbody> </table>		Country	Approved SPs	No. of PMCS	Belize	13	0	Dominica	7	4	Grenada	17	39 ¹³	Guyana	47	47	Jamaica ¹⁴	9	0	Montserrat	13	2	St Kitts and Nevis	0	0	Saint Lucia	4	0	SVG	21	0	TCI	2	2
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St Kitts and Nevis	0	0																																		
Saint Lucia	4	0																																		
SVG	21	0																																		
TCI	2	2																																		
<i>Strategy for post-project maintenance identified in the Sub-Project portfolios.</i>	The majority of the Sector portfolios that we reviewed outlined the maintenance tasks, which entity/ies would be responsible for maintenance																																			

¹² The training/skills development projects do not normally require PMCs, as design is participatory with the involvement of NGOs/CBOs, and trainees feedback is provided by way of evaluation forms etc..

¹³ Some Sub-Projects have multiple components, each with its own PMC.

¹⁴ JSIFs methodology does not mobilize PMCs *per se* but utilizes groups that are already formed.

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Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification
	<p><i>Sense of ownership at community level including commitment to playing a role in maintenance.</i></p>	<p>and, in most cases, estimated annual maintenance costs. CDB’s appraisal of infrastructure Sub-Projects includes a section on Exit Strategy, where issues of sustainability are addressed.</p> <p>The Portfolio Manager also advised that some portfolios now acknowledge the development of an innovative community maintenance model, which was completed in late 2015 under a Regional TA, and will be rolled out beginning with a series of working sessions and roundtables in Guyana and Grenada in 2016.</p> <p>The sense of ownership was high at all the project sites we visited and the two school Boards in Jamaica have strategies in place for maintenance. However at the Montserrat sites, community members felt the major responsibility for maintenance would still need to lie with the relevant Ministry, though the PMC would continue to act as an advocate for effective maintenance.</p> <p>The Portfolio Manager also reported that the participatory approach adopted in Guyana, including the early creation of PMCs, is creating a sense of community ownership and engagement in discussions on maintenance.</p>	
<ul style="list-style-type: none"> Identify any lags in the implementation of BNTF 7 and 8 	<p><i>Sub-Project portfolios not submitted within agreed timeframe.</i></p>	<p>The BNTF 7 Programme Implementation Schedule (Tables 4.7 in the Board report) is too vague to identify the expected timeframe for Sector Portfolio submissions but both CDB and IAs clearly anticipated having completed the BNTF 7 the Portfolio submission process earlier than is actually the case (and the reasons for this</p>	<ul style="list-style-type: none"> IA Project Reports. Supervision/Site inspection /monitoring visit reports. Compliance Audits.

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Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification
		<p>are explored in Section 5 below). To date, six PCs have fully committed their Sub-Project allocation under BNTF 7.</p> <p>The BNTF 8 Programme Implementation Schedule (Table 6.1 in the Board report) anticipated that "<i>Identification of [all] BNTF 7 spill over Sub-Projects for BNTF 8</i>" would be completed by 31 March 2015, with implementation of BNTF 8 Sub-Projects starting in Q2 of 2015. To date, only 2 PCs have fully committed their Sub-Project allocation under BNTF 8.</p>	<ul style="list-style-type: none"> • Sub-Project Monitoring Reports. • Sub-Project Completion Reports. • Interviews • Site visits • Focus group reports • Report on survey responses
	<i>Sub-Project implementation behind timelines indicated in the Sub-Project portfolios.</i>	Too early in the process to be sure. The majority of the projects already underway were reported to be on target; however, several countries indicated that completion of all Sub-Projects by the terminal date of 31 December 2016 would be challenging.	
	<i>Regional activities behind schedule</i>	Regional activities were reported to be on schedule, with many planned activities underway. As at 10 February 2016, 23.4% of the BNTF 7 and 65.3% of the BNTF 8 funds allocated to regional coordination had been disbursed. Pipeline activities have been identified for the remaining funds.	
	<i>Capacity gaps or weaknesses in Implementing Agencies (human, physical, financial)</i>	The IOA synthesis report identified some weaknesses in all eight ¹⁵ countries surveyed although Belize emerged as medium-satisfactory (the highest rating) in all areas except M&E. The report also identified five of the countries as	

¹⁵ Jamaica was not included in the IOA

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Scope of works area	Indicators for the MTE	Status of outcomes and outputs at 10.2.15	Means of verification
		<p>having inadequate human resource capacity and noted that the skills mix in areas of key competencies varied significantly.</p> <p>To address some of the gaps CDB offered to engage assistant project managers for the St Vincent and Dominica IAs in early 2015, but this offer had not been taken up at the time of the MTE. CDB engaged a consultant engineer and a social analyst in 2014-2015 to assist with completion of designs, CNAAS, sector portfolios in a number of countries. CDB engaged a consultant to act as project manager for the TCI BNTF 7 and 8 Country Projects.</p>	
	<p><i>Gaps or weaknesses in country capacity (human/financial) and systems (efficiency in engaging consultants, contractors)</i></p>	<p>The IOA report identified some gaps in recordkeeping in the areas of procurement and financial management that made it difficult to fully assess the quality of procurement management.</p> <p>The report on the Financial and Administrative Management Training for the AOs also identified areas for additional capacity building in all IAs, which it sought to address through training and coaching, though it also put forward some recommendations for future strengthening.</p>	
	<p><i>Challenges in management of overlapping BNTF cycles (6, 7, 8)</i></p>	<p>Many IA respondents indicated that trying to complete the BNTF 6 implementation at the same time as coming to grips with the new Process Flow for BNTF 7 was challenging and contributed to the delays in completing the various stages of the Process Flow that necessitated IA involvement (i.e. most of them).</p>	

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5. REVIEW AND EVALUATION OF MEASURES TAKEN TO IMPROVE PROGRAMME/SUB-PROJECT DESIGN AND OPERATION UNDER BNTF 7 AND 8

Table 2 below outlines **Programme efficiency and effectiveness** when measured against the indicators outlined in the RMF in the BNTF 7 Board report. CDB provided much of the information since we had difficulty establishing baselines for some indicators and interpreting others. The remainder of Section 5 provides complementary qualitative analysis, based on the interviews and other data collected.

Table 2 Assessment of Programme Efficiency and Effectiveness based on the RMF in the BNTF 7 Board Report

BNTF 7 Programme Efficiency and Effectiveness	
Output	Indicator
Operational Efficiency:	<p>Response time for appraisal and approval of Sub-Projects reduced by 25%. No baseline data available but the BNTF 2015 status report to the Board indicated <i>“Eighty-one percent of the BNTF 7 and 8 projected allocations by the end of the third year of the cycles is an improvement over the 57% allocation committed under BNTF 6 for the same period.”</i></p> <p>Based on the limited data available, it appeared that the number of weeks between initial and final Portfolio submission and between final submission and approval varied significantly, reflecting both the steep initial learning curve for some IAs and the challenge for OOs receiving multiple Portfolios to review simultaneously.</p>
	<p>Comprehensive M&E system providing reliable data and reports by Q3 2013 The BIS provides reliable data within the constraints related to the indicators highlighted above. It has been functional since mid-2013 and has improved Sub-Project monitoring when compared with the original MIS.</p>
	<p>Management Information System (MIS) established and functional by Q3 2014 This indicator is thought to refer to the PPMS, which will address many of the expressed concerns about earlier information systems. Considerable work has already gone into designing this and the development process is due to resume in May 2016. In the interim, BNTF developed and is currently using the BIS. This provides for improved Sub-Project monitoring when compared with the original MIS. In retrospect, the target of Q3 2014 was unrealistic.</p>
	<p>Sector missions providing reliable data and reports by Q3 2013. Achieved. BNTF appraisal missions conducted as part of sector portfolio development, involving primarily OOs but also on occasion other BNTF staff, environment specialists, education specialists. The mission Aide Memoires, signed by the country representatives, serve as the reports.</p>
Effectiveness	<p>Sub-Projects within Project Portfolio meet quality at entry standards (%) Not possible to assess in percentage terms. However, a Quality at Entry (QaE) Assessment Tool (see Appendix 24) was introduced in BNTF 7 to provide more confidence that the portfolios as a whole align with national and CDB strategies and that governance arrangements are in place. This is applied at the stage when the</p>

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BNTF 7 Programme Efficiency and Effectiveness	
Output	Indicator
	Sector Portfolio reaches the Portfolio Manager and she reported that none of the QaEs to date have flagged any concerns with the Sub-Projects.
	<p>At least 70% of Project reports completed annually.</p> <p>All Annual Project Performance Reports (APPRs) for 2014 have been completed and six of the APPRs for 2015 had been submitted by 8 February 2015. The APPR template was updated and simplified for 2014 to align more with the SDF Level 2 and BIS indicators, and will be used again for the 2015 APPRs. There has been marked improvement in completion of APPRs (under BNTF 6 some were never received), in part because CDB does more following up and supervision of reporting.</p> <p>OOs and IAs both reported that entry and review of SPMRs and SPCRs sometimes lag due to other commitments.</p>
	<p>100% audits completed annually.</p> <p>100% financial audits for 2014 completed and no major anomalies were identified. This is a marked improvement over past years where some audits were not completed on time and CDB had to engage an independent auditor.</p>
Quality Control	<p>Compliance audits completed and recommendations addressed by Q4, 2016</p> <p>Under BNTF 7 and 8, performance audits are to be done annually. This requires IAs to widen the scope of the financial audit to incorporate some operational components. This was done by Grenada and Saint Lucia for the 2014 audits, while JSIF and BSIF have always done quasi performance audits as part of the financial audits. All other countries have agreed to broaden scope of the financial audit TOR, based on a draft scope of works for performance audits already provided by CDB. However, Montserrat and St. Kitts and Nevis have asked CDB to coordinate this, using regional funds.</p>
	<p>Interventions supporting capacity building in compliance with sector/industry standards (number)</p> <p>Not monitored as no data available since no OVIs were established at the time of approval.</p>

5.1. New Process Flow

5.1.1. Overview of new Process Flow

A new Process Flow was introduced for the Preparation and Appraisal stages of BNTF 7 and 8 (see Appendix 25). The major innovation was the introduction of Sector Portfolios for the three identified focal areas for these Programme cycles – Community Access and Drainage (CA&D), Education and Human Resource Development (EHRD); and Water and Sanitation (W&S). Sector Portfolios capture all the Sub-Projects to be implemented during the Programme cycle whereas in the past the IA could submit projects individually to CDB for appraisal throughout the cycle. Other changes included the introduction of a Community Needs Assets Assessment (CNAA) in place of the former Community Needs Assessment; increased emphasis on both environmental and gender mainstreaming, and the use of Project Monitoring Committees (PMCs), whose

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members are also supposed to promote the maintenance of facilities and join the Sub-Project maintenance sub-committee.

Other steps that were put in place to strengthen the effectiveness of the Programme included revisions to the design of the PRAPs and the BNTF Operations Manual; a new web-based information system, the BNTF Interim System¹⁶ (BIS); an RMF and tools for monitoring Sub-Projects; and IOAs of IAs, which assessed the adequacy of the institutional framework and processes for managing implementation. IA staff and other national stakeholders have also received training in results based monitoring, financial management, gender mainstreaming and environmental management since the inception of BNTF7.

Appendix 26 provides a status report on BNTF 7 and 8 Sector Portfolio approvals and disbursements as at 10 February 2016.

5.1.2. Positive impact of New Process Flow

Most respondents felt that the introduction of Sector Portfolios had facilitated a more strategic approach to selection and prioritisation of interventions, which should result in more efficient use of resources, improved harmonisation with regional and national policy, and greater and more sustained Programme impact.

Example of positive impact of the Process Flow

For the Jamaica BNTF 7 EHRD portfolio, JSIF was able to use the Sub-Projects to support the Ministry of Education's focus on eliminating the shift system. Given the limited resources available, JSIF adopted a new construction methodology in order to benefit more schools, using prefabricated design and build structures for the first time. Jamaica's planning agency, the Planning Institute of Jamaica, noted convergence with the national development strategy outlined in Vision 2030 and its Medium Term Socio-Economic Frameworks and particularly welcomes the focus on water and sanitation, an area in which there is underinvestment at the community level.

In Guyana, the PRAP was grounded in the national context and well aligned with national strategies, drawing on Guyana's Poverty Reduction Strategy Plan for poverty data. Sector portfolios were developed in close collaboration with line ministries, drawing on the five-year plans for Education and Water.

The new Process Flow was also reported to have:

- assisted in insulating the Programme from political interference;
- improved analysis of priority community needs and the assets/capacities that could be mobilised for the project, through the CNAA, Organisational Assessment (OA) and PMCs;
- increased emphasis on and understanding of gender and environmental mainstreaming;
- stimulated multi-sectoral, multi-disciplinary participatory design of the Portfolios and Sub-Projects;
- improved cost estimates as a result of introducing technical assistance at an earlier stage in the process;

¹⁶ Also, sometimes referenced as the BNTF Information System.

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- improved financial planning and forecasting within IAs, particularly where the Finance Department handles multiple projects rather than just BNTF;
- generated baseline data that can be used for future impact and outcome analysis.

5.1.3. Challenges arising from new Process Flow

The volume of new elements in the design process resulted in a steep learning curve for both IA staff and the BNTF Projects Department, particularly as they were simultaneously completing BNTF 6 projects. However, both IAs and OOs reported finding the process under BNTF 8 less onerous and time-consuming and that the higher-level reviews within CDB are generating fewer comments. In terms of capacity building, the fact that the two Programme cycles are overlapping may be an advantage as it has facilitated rapid re-application of the skills and lessons learnt under BNTF 7 while they are still fresh in the mind. Most of the challenges highlighted here can therefore be considered as teething problems but they have been included as they contain lessons that can be of value in future Programme design and appraisal processes.

The main challenge highlighted by IA interviewees was CDB's mid-stream revision to, or late introduction of, templates and other tools. A particular area of frustration was the three iterations of the Sub-Project template, with changes made after IAs had completed or were close to completing their submissions, since it resulted in duplication of effort and created delays in reaching Sector Portfolio submission stage. Additionally, the rationale for the changes does not seem to have been clearly conveyed to IAs and/or they did not appreciate the added value of the changes. Similarly, although the prioritisation tool was considered to be very useful, it created problems in instances where it resulted in projects being withdrawn after beneficiaries had been led to believe they would be accepted.

Some interviewees also noted the amount of repetition involved in preparing multiple Sub-Projects that were essentially the same (e.g. construction or renovation of classrooms). The Process Flow was reported in some instances to have necessitated as many as seven visits to the same communities before final Portfolio submission to the OE and CDB. This resulted in consultation fatigue and/or raised expectations that were then dashed as a result of the prioritisation process or longer-than-anticipated approval process. Several IAs reported that the process for selecting the consultants for and completing the PRAPs in their countries took a long time. CDB noted that consultants for the PRAPs were selected and managed by the IAs (unlike the majority of technical consultants) to promote country ownership and devolution of responsibilities.

Under the new Process Flow, OOs need to review a much larger volume of Sub-Projects at one time, with Sector Portfolios under BNTF 7 ranging from two to 40 Sub-Projects. While this enables them to focus more strategically, it can also create significant delays, since most OOs have responsibility for more than one country and, for some Portfolios, multiple reviews were needed as a result of gaps in the original submissions.

Sector Portfolios are also subject to review by thematic and sector specialists (e.g. education, social, gender) and then a series of other CDB staff/departments - see Appendix 27 for full approval routing chain. Based on this, we infer that the BNTF team has no control over timeframes after the first four columns in the diagram. Additionally, we were advised that there

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are more stages after the 5th column, with the portfolio going from the Director to the VP Operations, then to the Loans Committee via round robin with approvals needed from at least 5 committee members before the portfolio can be considered as approved. It then goes back to the Director's office for sign-off, then to the President for signature. The Division Chief then issues a letter advising that the portfolio is approved. IAs also noted that comments from different Projects Department staff were not always consistent and that the subsequent reviews (e.g. at the level of the Division Chief or Director of Projects), introduced unrelated or even contradictory comments.

The BNTF appraisal process can build IA capacity...or generate misconceptions

The Dominica IA reported that its OO went through all her feedback via Skype, taking time to explain the rationale for proposed changes, thereby ensuring IA capacity was built. Similarly, the Guyana IA highlighted the extent to which the OO's guidance had enhanced its understanding of how the various templates should be completed - and in general to what they considered to be very smooth and productive application of the Process Flow. In contrast, we encountered instances where brief written annotations were completely misinterpreted. For example, "*Should be framed as lessons*" was interpreted to be a comment on writing style and grammar, so the potential for coaching the IA in framing clear lessons learnt was lost.

Under the circumstances, it is not surprising that there were instances where the intended maximum timeframe of seven weeks for Portfolio approvals (see Appendix 27) was exceeded, in some cases significantly; however, in the absence of a detailed tracking system it was difficult to assess the extent to which this related to gaps in the original submissions as against delays during the CDB appraisal/approval process.

In some instances, the timeframe between Programme inception and Sub-Project approval was reported to have created a perception among country stakeholders, such as partner Ministries and community stakeholders, that the BNTF Programme was doing nothing or not coming on-stream in a sufficiently timely manner. For example, in St Kitts and Nevis, it was reported that some of the proposed Sub-Projects became 'hot button' issues before Sector Portfolio approval, so other government agencies stepped in to implement a proposed BNTF project. In Saint Vincent and the Grenadines, the IA did not receive its requested budget allocation for 2016 on the grounds that no projects were yet being implemented, and the Grenada IA expressed similar concerns. There were also instances of government policy changing during the period, for example the shift in Saint Lucia to focus on early childhood centres, which forced a reprioritisation of the Sector Portfolio. It was also reported that problems could arise when community groups sought funding for projects from other sources.

In an attempt to improve the timeliness and quality of the various Process Flow outputs, CDB provided assistance to many countries (e.g. in preparation of the PRAP, CNAA, CPP or Sector Portfolios), either through formal technical assistance or through the support of its Social Analyst. However, as a result, CDB incurred unanticipated costs.

A few challenges were identified that will not be addressed through increased familiarity with the process flow but instead provide opportunities for further reflection and collaboration

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between CDB and IAs in the development of future Programmes and design of capacity building initiatives:

- a) Strategic alignment of BNTF programming with national policies is based on the assumption that the country has a policy for the selected sectors, but this is not always the case.
- b) Opportunities for synergies are not always fully exploited, even where there is overall strategic alignment between BNTF programming and national policies.
- c) The data required to complete some stages, e.g. the PRAP or CNAAs, are not available in the country or community.
- d) In-country capacity to effectively craft Sub-Project proposals is weak, particularly in the area of problem analysis.
- e) There is limited access in country to the expertise needed, e.g. for doing PRAPs or compiling and costing CPPs on time and to a high quality.
- f) The current CNAAs template did not stimulate the level of analysis needed for effective decision-making.
- g) A problem with a single Sub-Project can delay approval of all the others.
- h) IAs, OEs and other key stakeholders have only partial understanding of, and capacity to apply, gender mainstreaming and, to a lesser extent, environmental mainstreaming, in spite of the training and guidance documents they have received to date.

5.2. Operations Manual

The Operations Manual was revised and updated for BNTF 7, notably to guide IAs and OEs through the new Process Flow. As noted in Table 2 above, both IA and CDB staff reported finding it useful, with some using it regularly while others referred to it only occasionally. The majority of interviewees used the hard copy version and it was not clear whether they updated it regularly.

The description of the OE role was specifically highlighted as being useful in determining OE composition, as well as in the process of orienting a new OE. The inclusion of templates was also noted as helpful, particularly where their use was supported either by formal training or coaching by the OO. However, it would be useful to include a sample best practice example of a completed template, particularly for new staff or those that received no training or coaching.

5.3. Regional Programme of Work

The proposed Regional Programme of Work is outlined in broad terms in the Board Reports (Appendixes 1 and 2), with a report on the current status of disbursements at Appendix 26. The regional activities listed below are specifically designed to contribute to improved Programme design and operation.

5.3.1. Case Studies

CDB commissioned ten case studies of Sub-Projects from five countries that were implemented under BNTF 4, 5 and 6. These were published as *Stories of Change* and are available at <http://www.caribank.org/wp-content/uploads/2015/05/BNTF-Stories-of-Change1.pdf>. The TA also generated video case studies. CDB advised that this process not only generated useful lessons that can be applied to future programming but also a clear methodology to conduct

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impact assessments that will also be applied to the evaluation of BNTF 7 & 8 Sub-Projects. This approach should contribute to the greater emphasis on capturing outcomes that is suggested in the MTE report.

5.3.2. *Institutional and Organisational Assessment (IOA) of BNTF IAs*

The IOA of BNTF IAs was completed in May 2015 and the reports are available from CDB. Many of the IOA recommendations are consistent with those that have emerged from the MTE and other recent evaluations.

5.3.3. *Strengthening in-country capacity*

A number of regional 'human resource enhancement' initiatives have been undertaken to strengthen the project management functions of the IAs, as summarised in Table 3 below.

Table 3 Regional TA projects supporting in-country capacity building

Date	Activity	Beneficiaries	Outcome	Interview Notes
August 2014 to August 2015	<i>Financial Management Capacity for BNTF AOs and IAs</i>	Nine BNTF IAs, in particular the AOs, and CDB (SSD)	Human resources and systems for improved financial management and administration of the BNTF Country Projects strengthened.	AOs reported the training and subsequent coaching as useful in refining their systems and procedures and understanding of CDB requirements. The peer exchange also helped in identifying replicable good practices.
June 2014 to April 2015	<i>Environmental Due Diligence</i>	Nine BNTF IAs and CDB (SSD)	Capacity of key BNTF stakeholders and IAs to undertake Environmental Assessment and Management responsibilities under the Environmental Safeguards Framework assessed.	Interviewees who participated in the 4-day interactive training, with practical exercises based on actual SPs, found it useful but felt they could benefit from more in-depth capacity building in this area.
February to October 2015	<i>Education Specialists Support to Country Projects</i>	Ministries of Education, Teachers and Students in Belize, Grenada, St. Kitts and Nevis and St. Lucia, and CDB (SSD)	Sub-Project profiles in the Education Sector Portfolios, guaranteeing rigorous appraisal and ensuring alignment with the CPP, relevant national/regional sector strategies, and goals and timelines agreed with CDB were completed.	Education Specialists' comments were acknowledged to provide specialist expertise but were felt to be excessively detailed and in some cases unclear. Little direct contact (e.g. via Skype or visits) between specialists and IAs was identified.
September	<i>TCI PM</i>	Government of TCI	Manages the Project	The consultant's extensive

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Date	Activity	Beneficiaries	Outcome	Interview Notes
2015 to August 2016	<i>Consultant</i>	(Ministries of Education, Finance, Housing, Public Works and Safety) Ona Ginton Primary School, Early Childhood Development Practitioners (public and private sectors) and CDB (SSD)	Grant resources and supervises the implementation and monitoring of all BNTF 7 and 8 Sub-Projects. Directs the planning, implementation, monitoring and internal evaluation of the TCI Country Project ensuring good governance as articulated in the BNTF Operations Manual	experience, both as a BNTF technical consultant and as a development practitioner in Guyana, combined with his appreciation of the value of partnerships and participatory processes is contributing significantly to enhancing TCI capacity to implement BNTF Programmes, even though his position is temporary and he is not from TCI.
April 2014 to August 2015	<i>Civil Engineering and Social Analyst Support to Country Projects</i>	Dominica, St. Vincent and the Grenadines and TCI country projects	Accelerated the preparation and appraisal of BNTF 7 and 8 sector portfolios. Provided sound engineering advice and social analysis. Prepared preliminary designs and costs allowing for greater accuracy in financing plans, promoting efficient project management.	This outcome was widely acknowledged and appreciated by the IAs and other in-country stakeholders. However, although they reported increased capacity for social analysis as a result of this TA, we did not identify any sustained enhancement of human resource capacity in the area of civil engineering. Dominica was offered a long-term consultant engineer, an option open to all IAs, but there was no uptake.

Additionally, national and regional workshops were facilitated on *Procurement and Management of Professional Services* for technical consultants and IAs (four in total covering all ten participating countries).

Capacity building initiatives can enhance the utility and application of the Operations Manual.

In Guyana, one Project Engineer reported that not only did participation in the Environmental Due Diligence training change the approach to doing EIAs under BNTF 7 in that country, but also that after the training he was better able to understand and apply the relevant sections of the Operations Manual.

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5.4. Other Relevant Regional TAs

Four other regional TA projects are taking place at present that are likely to contribute to improved Programme design over the longer term although the findings may come too late to have much impact on BNTF 7 and 8:

- Development of a Comprehensive BNTF M&E System and Impact Assessment Framework (final report due end March 2016);
- Systematic Review of the BNTF Governance Structure and Implementation Modality (final report due end April 2016);
- Development of a communications strategy (approved; contract to be signed);
- Development of a Concept for a Youth Empowerment and Entrepreneurship Pilot Project (final report due May 2016).

It is intended that relevant recommendations from the MTE be incorporated into the list of recommendations and actions under these TAs.

5.5. Community of Practice

As an outcome of an earlier M&E TA project, BNTF established an online community of practice to provide stakeholders, and particularly IAs, with a platform where they can interact and share information about successful results, lessons learnt and best practices. While IA staff recognise the potential value of this medium for exchange and discussion, they have felt too pressured by the demands of programmatic delivery to prioritise engagement with it; consequently, there have been few posts to it.

However, peer exchange and learning has taken place through study tours (Saint Lucia to Jamaica and Belize to Jamaica) funded by CDB in 2014 and early 2016 respectively. CLOs across countries have been sharing information on methodologies, frameworks, and Grenada disseminates its periodic BNTF newsletter to all the other IAs. The BSIF environmental screening activities were shared with other PCs, and Guyana and others are emulating these.

6. Review and Evaluation of Pace and Quality of Project Implementation

6.1. Overview of findings

The MTE focuses less on this aspect of the TOR because, as noted above, implementation of BNTF 7 and 8 Sub-Projects was only just starting, or had not yet started. Our overarching finding is that there appears to be limited scope for IAs to accelerate the pace of BNTF 7 and 8 implementation, although there is scope for CDB to take actions that could contribute to the pace of project implementation as well as the desired outcome of increased authority and autonomy to BNTF PCs for managing increased limits of Sub-Projects (see Section 9 Recommendations). It was also too early to evaluate the quality of BNTF 7 and 8 Sub-Project implementation but we identified some systemic challenges that militate against effective in-country quality control or acceleration of the pace, as outlined in 6.2 below.

However, such a late start to the implementation phase calls into question whether it is realistic for PCs to complete all their BNTF 7 and 8 Sub-Projects by the end of 2016. We encountered mixed opinions from interviewees on this, even within countries, with some expressing

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confidence in on-time completion and others anticipating the need for a six to eighteen-month extension. However, it seems probable that a significant number of Sub-Projects will be difficult to complete by the end of 2016.

6.2. Challenges in pace and quality of project implementation

6.2.1. Sub-Project Funding Constraints

Except in JSIF and BSIF, which operate on the basis of a 'float', IAs do not receive advance funding from CDB for the implementation of Sub-Projects; instead, payments are advanced from government funds and then reimbursed to the IA/country on the basis of documentation, minus the country's agreed contribution of 5%.¹⁷ In some countries, 100% of the total BNTF funds needed by the IA is allocated in the annual government budget and the current system creates few problems. In others, budgetary constraints have made it difficult even to secure the country's contribution.

The funds are primarily used for paying contractors, both for labour and materials, since CDB pays the technical consultants directly, except in Belize and Jamaica. CDB provides the option for contractors to be paid directly but most IAs reported a preference for government funding because the timeframe in which the contractor gets paid tends to be shorter, so the risk of stoppages on the project is lower.

In Jamaica, fiscal constraints associated with the country's current International Monetary Fund Extended Fund Facility Arrangement continue to present a risk to implementation timelines, as JSIF has to manage its fiscal space across multiple grants and loans. The requirement for Cabinet approval of expenditures above the JMD40 million (USD334,000) threshold also imposes an external challenge to implementation that is outside JSIF's control. Another point raised by JSIF was that the requirement to back up Statements of Expenditures with hard copies of all supporting documents, including bank statements, is very labour and paper intensive, particularly as everything that goes to CDB has to be duplicated for the Ministry of Finance. JSIF suggested that CDB consider adopting the less burdensome, but still transparent and accountable, procedures of other multilaterals, such as the World Bank's automated system where JSIF inputs data that other parties (such as the Ministry of Finance) can then access, or the EU interim and end of project audits that obviate the need to submit original documentation for each expenditure.

6.2.2. Selection and oversight of technical consultants

The potential for many of the IAs to influence the pace and quality of implementing Sub-Projects is limited, both by their technical capacity and the fact that BNTF roles, responsibilities and reporting lines are complex. Except in Jamaica and Belize, where BNTF is implemented through the national Social Investment Funds (JSIF and BSIF respectively), key activities are initiated and

¹⁷ This contribution has been waived for Dominica, following Hurricane Erika. Counterpart contribution was reduced from 20% in BNTF 6 to 5% in BNTF 7 for all IAs.

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signed off by entities other than the IA, albeit usually with some IA input, and are constrained by defined timelines over which the IA has little or no influence. These activities include:

- the tendering for and selection and contracting of technical consultants (CDB);
- the drafting of the TORs for contractors and other service providers (technical consultants);
- the tendering, review and selection of bids from contractors and other service providers (government agency/OE).

Consequently, the IA, (and even the OE and PMCs) can formally only play an advisory role in ensuring the quality of Sub-Project implementation since the technical consultants report to CDB. A number of interviewees noted occasions under previous Programme Cycles when technical consultants had been unwilling to take IA advice or to adequately consult the beneficiaries, resulting in infrastructure that was of poor quality or did not meet beneficiary needs. However, this appears to be less of a problem in instances where the IA has a civil engineer on staff (see, for example, the Box below entitled *Good practice example of project implementation*), so it is surprising that the option offered by CDB of having a long-term consultant engineer provided has not been more widely taken up.

6.2.3. Timeframes for competitive bidding processes

International competitive bidding is required for all contracts of US\$100,000 and over, which was reported to take 2-3 months from issue of the TOR to selection of the consultant or contractor. Smaller contracts are subject to national competitive bidding, which was reported to take an average of 6-8 weeks. The contracting of technical consultants earlier in the process should alleviate some of the delays at implementation stage, but these bidding timeframes nevertheless need to be taken into account by CDB when considering whether it is realistic to complete all Sub-Projects by 31 December 2016.

6.2.4. Limited pool of quality technical consultants

Several interviewees highlighted the challenge of finding technical consultants, particularly in country, who can deliver on time and to a high standard. Some also reported that BNTF tenders do not attract bids from the best consultants. The result is that contracts are usually allocated to a small pool of consultants, which can result in work overload and/or complacency. It was noted that, while contractor contracts provide for penalties for failure to deliver, the TORs for consultants do not (or if they do, they have not been applied). As most technical consultants in the implementation phase are hired for their construction skills, they often have little or no experience of procuring the equipment and furniture that is needed, for example, to complete a new classroom project.

Good practice example of project implementation

The TCI PM, who is a civil engineer and experienced project manager, has taken a number of steps to reduce the challenges listed under 6.2.2 to 6.2.4. As he has no formal authority over the technical consultant, he has fostered a partnership approach, on the basis that *"If you fail, I fail"*. He has developed a detailed project implementation plan for each Sub-Project in Microsoft Project, which helps him to track progress, check why things are slipping and resolve conflict early in the process. He also conducted a design briefing, involving the technical consultant and all the key stakeholders at the school, to discuss and collectively agree the standards for the classroom.

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6.2.5. Limited pool of in-country contractors who meet the cash flow or other criteria

Contractors have to meet certain criteria, including evidence of adequate cash flow, in order to be considered for BNTF Sub-Projects. Several instances were cited where the majority of contractor bids were not compliant, resulting either in limited choice or a need to re-tender and incur further delays. The criteria were perceived by some interviewees to run counter to BNTF's commitment to developing community resources since most community contractors cannot meet the financial requirements. Also, in spite of the criteria, several instances were cited where contractors had run into cash flow problems and work had to be stopped pending payment by the government or CDB.

Facilitating the use of smaller contractors

For the Barzeys and Drummond Road projects in Montserrat, the work was broken down into 3-4 sections of road, allowing smaller contractors to bid just for one segment. In general, this appeared to have worked well, stimulating quality work and reducing the risk of stoppage due to cash flow problems. However, it also highlighted the need to plan project implementation carefully, since work on one section had to be stopped for two days because, if continued, it would have prevented contractors working on other sections from bringing in equipment and materials to their sections.

These contractors were also encouraged to include females in their teams, which was reported to have contributed to successful completion as they worked particularly hard and stimulated the rest of the team to do the same.

6.2.6. Rules for procurement of materials and equipment

Contractors reported that the requirement to purchase materials locally, or from other BMCs or contributor countries, can add significantly to cost and implementation time. New contractors sometimes fail to take this requirement sufficiently into account in their initial bids, further exacerbating cash flow problems and delays.

6.2.7. Fixed timeframes/seasonality of projects

Some projects can only be done at certain times of year. For example, teacher training may only be feasible during the school holidays or an agricultural project may need to commence in a particular season. It is also preferable for school construction work to take place in the holidays. Since many Sub-Projects had not been approved in time to take advantage of the 2015 July-August holidays as planned, compromises are being sought, such as trying to construct during term-time with minimum impact on teachers and students; teacher training during the Christmas or Easter holidays; or adapted training programmes. However, in some cases, this may not be possible, jeopardising completion of some Sub-Projects by the end of 2016.

6.2.8. Quality assessment capacity in IA/OE/PMC

IAs' capacity to influence quality can also be constrained by lack of specialist resources, such as engineers, in which case the composition of both the OE and PMC becomes more critical. It is still too early to judge the extent to which PMCs will add value to quality control; feedback from the focus group at the one completed project we visited (Barzeys Road, Montserrat) indicated that, although the PMC had performed its function effectively during the construction phase, most of the community members present had addressed their concerns directly with the

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contractor, rather than through the PMC. It was also unclear whether the PMC had the full range of skills needed for effective monitoring and quality control (see PMC TOR and resources suggested in the Operations Manual p39). Similarly, the degree to which OE members play an active role in monitoring seems to vary (both by country and according to the other demands on their time), so there is no guarantee that any particular OE site visit will include someone with specialist knowledge.

7. REVIEW AND EVALUATION OF RESULTS MANAGEMENT, PROGRAMME PERFORMANCE AND SUPERVISION

The main components of the results management system that we identified were:

- a) The ***BNTF 7 and 8 Logical Frameworks Summarising Programme Design and BNTF 7 and 8 Output and Outcome Indicators*** document that were annexed to the MTE TOR (see Appendix 28).
- b) The ***Consolidated Results Frameworks for Sector Portfolios Approved at September 2015*** (see Appendix 29).
- c) Operations Manual ***Chapter 6 Management for Development Results***.
- d) The **BIS**, which contains the SPMRs created to date for BNTF 7 and 8, and the BIS User Manual.

We also reviewed Technical Assistance (TA) findings relating to results management.¹⁸

7.1. Overview of Findings

BNTF has a strong commitment to results-based management and continuous learning, which is percolating down to country level through sensitisation and capacity building. However the current system has a number of gaps and the emphasis is primarily on collecting quantitative data. This results in under-reporting of some of the most positive outcomes of BNTF programming.

We also noted that the problem/needs analysis in several Sub-Project outlines was weak, with the link to the proposed outputs and outcomes unclear. Also, new areas of focus have been introduced for BNTF 7 and 8, such as *Citizen Security; Youth; Energy Generation and Supply; and Reconstruction Relief and Rehabilitation*, but there are few identified indicators to measure results in these areas. The indicators for gender and environmental mainstreaming could also be strengthened to capture the positive progress in these areas.

¹⁸ *Strengthening and Sustaining the BNTF Results Oriented Monitoring System-Phase 2 Report (2013); Final Impact Case Studies Report (n.d.); and the Development of an M&E System and Impact Assessment Framework for the BNTF Inception Report (2015).*

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7.2. Overall Programme Performance and Supervision

Under the current BNTF governance structure, effective programme performance and supervision is a complex issue. It requires adequate capacity in, and teamwork between, a large number of people and entities - the Portfolio Manager, county OOs, specialist Project Department staff, IA staff, OE members, technical consultants, contractors and the PMCs.

However, the current reporting lines make effective performance management difficult. For example, performance at the IA level is critical to the success of BNTF Programmes. However, the current governance structure means that CDB's formal role in performance management is confined to issuing a 'no objection' or 'rejection' when an IA staff member is hired. The IA PM reports to someone within the line ministry under which BNTF falls, who may or may not be the Chair of the OE or otherwise play a significant role in BNTF; other IA staff generally report to the PM (though the SIF structures are somewhat different). For CDB, this means that its options are limited when an IA or IA staff member is under-performing or a need is identified to expand staff numbers, as was recommended for several countries in the IOA reports. Even if CDB offers to temporarily fund staff from regional funds, the country may decline this offer. From the perspective of IA staff, there are also disadvantages to the current structure, as the scope of their jobs has expanded exponentially under BNTF 7 and 8, yet there are few, if any, mechanisms for related salary increases or to incentivise or reward good performance.

Similarly, the IAs and OEs have no formal role in the performance management of technical consultants or contractors, yet they are heavily dependent on them, both for the overall success of the project and for generating the data needed for SPMRs and other aspects of project monitoring and evaluation.

7.3. Analysis of the Results Frameworks

While we recognise that the various RMFs/RFs were developed incrementally, with the earlier ones, such as the *Logical Frameworks Summarising Programme Design*, being considered 'indicative', there is some degree of discrepancy between the various RFs and related documents, which may diminish the likelihood of effective results-based management. For example:

- a) In the ***BNTF 7 and 8 Logical Frameworks Summarising Programme Design*** document, there are no outcomes, outputs or OVIs specifically linking to the focus of the Sector Portfolios.
- b) The ***BNTF 7 and 8 Output and Outcome Indicators*** document identifies outcomes and outputs for the SDF 8 cross-cutting areas of *Citizen Security; Youth; Energy Generation and Supply; and Reconstruction Relief and Rehabilitation* but none of these are picked up in BNTF Results Frameworks (though *Vulnerable Youth* and *Citizen Security* are referred to as a "special consideration" in the Operations Manual). The document also conflates 'Outputs' with 'SDF/BNTF Indicators', introducing another layer of confusion.
- c) The Outcomes in the ***Sub-Project Results Frameworks*** link to those in the ***BNTF 7 and 8 Output and Outcome Indicators*** document, but the indicators are different.

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- d) The Outcomes in the *Sub-Project Results Frameworks* link to the Purpose level statement in the *BNTF 7 and 8 Logical Frameworks Summarising Programme Design* document but the indicators are totally different (and much lower level).
- e) There are few outcomes, outputs or indicators in any of the documents that relate to gender and environmental mainstreaming, other than disaggregation of beneficiaries by sex.
- f) The definitions of results (impact, outcomes and indicators) in the *Operations Manual* are confusing and inconsistent (see Appendix 30);

Several interviewees also expressed concern about the adequacy of the standard CDB outcome indicators to match their specific national or Sub-Project context. For example, while an increase in enrolment may be a desirable result in other PCs, the education interventions in Jamaica are seeking to reduce overcrowding in schools. This result is aligned with and will contribute significantly to national education policy and strategy, but there is no formal, standard indicator that allows for this result to be tracked. However, CDB noted that the CPP template has a footnote in the RMF section, which clearly states that country specific indicators are encouraged and should be included and the BIS allows for their incorporation. However, there appear to be few instances where IAs included additional country or Sub-Project-specific indicators.

Similarly, for CA&D projects relating to the construction of community roads, the main indicator in RFs is 'increased number of vehicles', which tells one very little about how the road has affected people's quality of life or economic circumstances. Yet the small focus group at Barzey's Road identified many important qualitative outcomes from having their new road that much more clearly contribute to BNTF community development and human wellbeing goals. These included improved sense of safety and security; increased health as a result of being able to exercise on the road; new relationships built (both within and beyond the community) through exercising together; sense of community empowerment; and collective visioning towards the development of a proposal for a community centre.

This suggests the need for a two-tiered system of indicators, comprising standard CDB indicators and national-level or project-specific indicators, to allow for identification of and reporting on important but context-specific results. This also has implications for the new PPMS.

7.4. BIS

The BIS is used to produce SPMRs and SPCRs, and track the status of these reports in terms of their status (draft, awaiting country review, awaiting CDB review, accepted, rejected). It also generates *Issues and Actions* and *Lessons Learnt* reports. It was introduced under BNTF 6 so most IAs are familiar with it and reported that it was easy to use and an improvement on earlier systems. Our interviews with IA staff also confirmed earlier findings that BIS reporting is often regarded as something that is done for CDB, rather than as useful project management/ monitoring tools for the IA or for reporting to the OE, but the introduction of the proposed PPMS should address most of these concerns, particularly if its design can be done in a participatory manner.

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7.5. Capacity for Results-Based Management

Most interviewees felt that their capacity in the area of results-based management had been enhanced by trainings such as the 2010 *Management for Development Results* workshops and the more recent (2013) *M&E Capacity Building* workshops, with some interviewees (e.g. OE members) noting that they had applied the learning not only to their role in BNTF but also to their substantive position. However, several people identified the need for more in-depth and applied training, coaching or mentoring. A BNTF M&E Design workshop is to be held on 24-25 February 2016.

7.6. Sub-Project Maintenance

Sub-Project maintenance is a key element of sustained long-term Programme performance and impact. This has surfaced both in earlier evaluations and in our interviews as a weakness of past Programmes, resulting in some infrastructure that is no longer used or fit-for-purpose. Reasons cited included lack of adequate consultation with relevant government agencies or coherence with their policies and priorities, and Ministries not securing an adequate budget allocation for such maintenance. BNTF7 and 8 therefore seek to encourage community-based, preventative maintenance techniques and other non-conventional approaches to maintenance, for example, through the institution of Sub-Project maintenance sub-committees (and there is a related TA project completed in 2015, with country level follow-up activities planned for 2016¹⁹).

However, we encountered considerable scepticism about sustained community maintenance of some assets, such as roads and drains, on the grounds that communities lack relevant skills and financial resources. Some concern was also expressed that over-reliance on volunteerism by poor, vulnerable or otherwise disadvantaged people could run counter to the objective of improving their economic circumstances. On the other hand, we also identified several good practice examples of strategies to stimulate commitment from the relevant ministry or government agency and/or the community (see Box below).

Best practice examples for Sub-Project Maintenance

JSIF has introduced maintenance training for communities, rather than just waiting for the line Ministries to do their part. The JSIF training includes ensuring that communities know how to respond to and report problems quickly; people from the line ministries with responsibility for the infrastructure are present for the community training as well so that community members can interact with them. In TCI, budgetary arrangements have been made for maintenance of the classroom block and an MOU signed with Ministry of Education and Ministry of Public Works; other stakeholders have been involved in discussions about design and maintenance.

¹⁹ Development of an Innovative Community Maintenance Model For BNTF Sub-Projects

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8. CROSS-CUTTING FINDINGS

8.1. BNTF commitment is highly committed to continuous learning and improvement

BNTF's strong emphasis on continuous learning and improvement is evidenced by the innovations introduced under BNTF7, as well as the number and scope of BNTF 7 and 8 TA projects that focus on capacity building or systemic change, e.g. the M&E and AO training workshops, the IOAs, the ongoing reviews of the governance system and M&E frameworks, and indeed the MTE itself. Our initial concern was that the volume of changes and recommendations being produced might exceed the capacity of the system to digest and apply them, as well as placing a heavy burden on OOs and IAs in terms of providing information to consultants. However, CDB has proactively facilitated information exchange between the various TA consultants with a view to consolidating key findings and identifying the most important priorities for the remainder of BNTF 7 and 8.

8.2. Capacity building of IAs, OEs and other BNTF stakeholders

All those interviewed appreciated the training they had received. They noted that the opportunity for peer exchange in regional training programmes and study visits to other countries is particularly useful in identifying replicable best practices. On the other hand coaching, such as that provided under the AO training, facilitates individualised solutions and capacity building, which is particularly useful in ensuring that in-country systems meet CDB requirements.

A number of areas emerged fairly consistently as recommendations for future training, namely more in-depth training on gender and environmental mainstreaming and M&E. Other suggested areas were data gathering and analysis; risk management; procurement. Given the frequency with which new or refined elements are included in the BNTF process and systems, it was suggested that CDB should adopt the approach adopted by the World Bank and European Union whereby training is provided at regular intervals, often in-country, both to assist new staff and to ensure that everyone is up-to-date on current policies and procedures.

8.3. Extensive use of TA is not contributing optimally to building in-country capacity

There has been extensive use of TA (consultants) under BNTF 7 and 8 for: completion of the various stages of the Process Flow when the IA had inadequate capacity; for oversight of projects during implementation; for capacity building; and for evaluations. However, we question whether this significant expenditure contributes optimally to building capacity in country (i.e. at the level of the IA, the OE and the communities), particularly in instances where the consultant comes from outside the country.

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9. MTE RECOMMENDATIONS

9.1. Governance

Review the entire BNTF governance structure²⁰ with a view to improving the rate of commitment and disbursement of funds through delegation of more responsibility and accountability to country level and incentivizing and rewarding IA/IA staff performance.

Specifically, we recommend that this review should consider:

- a) Delegation of more responsibility and accountability to all IAs along the lines of the SIFs, i.e. through the use of floats rather than payments in arrears²¹.
- b) Development of IA performance targets, based on the agreed indicators of effectiveness and efficiency in the results framework for the Programme Cycle, with funds allocated to provide incentives for efficient and effective performance.
- c) Placing greater emphasis on effective communication, participatory processes and teamwork at all levels of the BNTF governance structure and ensuring that internal communications form an integral part of BNTF's Communications Strategy²².
- d) Revising the current Process Flow with a view to reducing the timeframe from Programme inception to Sector Portfolio approval and the number of community consultations required. Specific areas for consideration are:
 - whether a PRAP is necessary for each cycle²³;
 - the potential for consolidating aspects of the PRAP and CPP; the PRAP and the CNAAs; and/or the CPP and Sector Portfolios;
 - ensuring that changes to procedures or templates for future Programme cycles are reviewed and approved by all the CDB departments involved in appraisal before rolling them out to IAs, that the rationale for changes is clearly communicated to IAs and OEs and, where possible, best practice examples are provided;
 - review of the CDB Sector Portfolio appraisal process (see Appendix 27) to assess whether it is proportionate to the sums involved and how it could be amended to reduce delays, make feedback more consistent and coherent, and contribute more effectively to IA capacity building;
 - revising the TORs for both the OE and the PMC in relation to both the core and cross-cutting BNTF focal areas to ensure they have the relevant skills to play their roles.

²⁰ It should be noted that a full governance review is currently underway under a separate TA and that recommendations from the MTE are being considered as part of this,

²¹ It should be noted that this suggestion is already receiving consideration by CDB, following its inclusion in the MTE interim report.

²² It should be noted that a review of BNTF's Communication Strategy is currently underway under a separate TA and it is hoped that this recommendation can be considered under that.

²³ It should be noted that CDB has already been decided that a new PRAP will not be required under the next Programme Cycle (BNTF 9).

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Good practice example of OE composition, orientation and capacity building

The St Kitts and Nevis OE now includes the Director of Gender, to support the increased emphasis on gender mainstreaming under BNTF 7 and 8. The Acting PM for St Kitts and Nevis sent a welcome email to all members of the newly appointed OE for BNTF 7 and followed this up by taking them through the OE TOR in the Operations Manual. As they move from stage to stage in the Process Flow, the PM provides a general overview of that stage with more detailed information as needed.

- e) Ways in which payments to contractors and implementing partners can be accelerated to address the cash flow problems (at both government and contractor level) that contribute to implementation delays (e.g. can the process for CDB direct payments be speeded up).

9.2. Results management

Review the entire results management system²⁴ with a view to: enhancing coherence with national strategic goals and priorities; placing greater emphasis on assessing and documenting impact and outcomes; and developing a Project Portfolio Management System (PPMS) that serves the needs of all key stakeholders. Specifically, we recommend that this review should consider:

- a) Alignment of future SDF and BNTF Programming with the 2030 Sustainable Development Goals (SDGs) and related targets/indicators being prioritised by the PCs.
- b) Participatory development of a results management approach that recognises contribution as well as attribution, focuses as much on learning as accountability, places greater emphasis on identification and reporting of outcomes (for example through outcome mapping or harvesting), and allows for the integration of country-specific outcome indicators in order to capture nuanced, country-specific results. This would facilitate improved capture of BNTF's long-term impact and continuous learning approach, both of which are currently under-reported, and should therefore include:
- the adoption of clear and consistent definitions of key concepts such as 'outputs', 'outcomes' and 'impact';
 - participatory development of the proposed PPMS to ensure it responds to all key BNTF stakeholder needs (the BNTF team at CDB, IAs, OEs).

9.3. Capacity building

Focus on building and leveraging in-country capacity with a view to: enhancing the sustainability of the Programme; reducing the need for one-off TA assistance during project design and implementation; and maximising opportunities for peer exchange and learning.

Specifically we recommend:

- a) Development of a cadre of in-country mentors/coaches to provide in-country support (e.g. to IAs, OEs, PMCs) and increase local capacity. Their training should include familiarisation with

²⁴It should be noted that a full M&E review is now ongoing under a separate TA and that recommendations from the MTE are being considered as part of this.

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BNTF policies and procedures, development of process skills (e.g. facilitation, team building, application of participatory tools and methods) and building or enhancing skills in critical areas of competency (e.g. problem and project identification; proposal writing, including the development of results frameworks; stakeholder mobilisation and engagement; project management; participatory project monitoring; project reporting, including identification and framing of lessons learned; participatory project evaluation; financial record-keeping and reporting; OE orientation).

Good practice example of training and using mentors

The Caribbean Natural Resources Institute (CANARI) has trained and used mentors in a number of contexts across the Caribbean, including capacity building of community-based organisations, national and regional NGOs, and fisherfolk organisations. Mentoring and coaching has facilitated interventions on an as-needed basis, tailored to individual circumstances, capacity gaps and learning preferences. In several instances, mentoring has generated a level of mentor commitment and mutual trust that extends well beyond the formal mentoring arrangement, particularly when the mentee has been involved in the mentor selection process.

- b) An annual regional BNTF training workshop for selected existing and new IA staff, OE Chairs and other key stakeholders to ensure they are up-to-date with CDB policies and procedures and to provide opportunities for peer exchange of best practices and lessons learnt (similar to the annual training workshops under World Bank projects).
- c) Allocation of resources to effectively manage the community of practice and stimulate continuous sharing of good practices, results and lessons learnt. For example, APPRs could be proactively and systematically reviewed to generate information for sharing. Consideration could also be given to sharing relevant external posts, for example, interesting articles on/best practices from other poverty reduction programmes or complementary initiatives taking place in the region, online training opportunities etc. The potential for face-to-face sharing (and even training) through a medium such as Webex should also be considered since so many IAs value the in-person peer exchange.

10. ACTIONS

The actions arising from the recommendations listed in Section 9 are summarised below, together with suggested timelines.

Table 4 Action Matrix

Action	Lead	Suggested timeline	Notes
1. Review the entire BNTF governance structure	CDB	<ul style="list-style-type: none"> • TA completed by 30 April 2016 • Recommendations implemented during first half of 2017 	TA underway
2. Review the entire results management system	CDB	<ul style="list-style-type: none"> • TA on M&E completed by mid-March 2016 	TA underway

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Action	Lead	Suggested timeline	Notes
		<ul style="list-style-type: none"> Recommendations implemented during first half of 2017 	
3. Focus on building and leveraging in-country capacity	CDB	<ul style="list-style-type: none"> Review and prioritise MTE recommendations by end May 2016, including allocation of timeframes for implementation. 	
4. Review other findings and recommendations in the MTE and discuss with IAs and other stakeholders with a view to addressing any issues that would not be covered under Actions 1-3 above before BNTF 9 is designed and implemented	CDB	<ul style="list-style-type: none"> Initiate discussions during 2016 with a view to agreeing any changes by 	

11. LESSONS LEARNT

- a) Developing Sub-Project RFs with the involvement of key stakeholders and facilitated by somebody with relevant expertise (e.g. the CDB Social Analyst) increases local capacity, understanding of CDB requirements and buy-in to the project [Nevis].
- b) Direct communication between CDB and the JSIF Finance Dept. rather than through the PM, as recommended under the AO capacity building intervention, has eliminated a lot of misunderstandings [Jamaica].
- c) The approach taken by the OOs and subject specialists in assisting IAs had a significant impact on whether the IA perceived the Process Flow to be challenging; in instances where the OO was willing to take the time to explain things in order to build IA capacity, it fostered a sense of collaboration, teamwork and buy-in to the process.
- d) Having an architect on the OE adds value [Belize].
- e) Having the same consultant for PRAP and CPP is efficient and effective [Dominica].
- f) Having a representative of the IA accompany HRD participants as coach on an overseas training intervention served to reinforce learning through provision of individual or group coaching sessions, resulting in 100% success in the exams needed for STCW certification. It also proved essential in building team spirit and managing the conflicts that rapidly erupted in her absence [Grenada].
- g) For sustained impact, HRD interventions may need to be accompanied by other enabling strategies on successful completion, such as loans to start a business, entrepreneurial training, or provision of tools or equipment [SKN, based mainly on experience under BNTF 6].

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12. CONCLUSIONS

The timing of the BNTF 7 and 8 MTE is strategic since the next round of SDF negotiations with Contributors will be initiated at the CDB Board/Meeting of Contributors to the Special Development Fund [Unified] (SDF-U) in March 2016, at which the MTE will be presented. The combination of the recommendations from the MTE, SDF 8 MTR and the two ongoing TAs relating to the BNTF governance and M&E systems should provide a solid basis for addressing any challenges encountered under the current Programme Cycles and developing a BNTF 9 Programme that can contribute significantly to improved livelihoods and wellbeing in BNTF's focal countries.

Although we were unable to report many results from Sub-Projects under the current Cycles, it is important to note that, throughout the interviews, we heard anecdotal evidence of the positive impact that many past BNTF projects have had on communities and individuals. Interviewees also expressed confidence that BNTF 7 and 8 Sub-Projects will do the same, having a significant impact on community development and poverty alleviation, particularly through the increased emphasis on human resource development. It was also clear that it is this impact on people's lives that motivates many IA staff in circumstances where their remuneration often does not match the extent of their efforts and the skills required to do the job effectively.