

I N T E R N A T I O N A L
F I N A N C I A L
C O N S U L T I N G

EVALUATION OF THE
CARIBBEAN AID FOR TRADE
AND REGIONAL
INTEGRATION TRUST FUND
(CARTFUND)

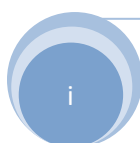
Evaluation Report

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LIST OF ACRONYMS

AA	Administrative Agreement
AAD	Audiovisual Association of Dominica
ACP	African, Caribbean and Pacific
AfT	Aid for Trade
BCAD	Builders and Contractors Association of Dominica
BPO	Business Process Outsourcing
BPSA	Barbados Private Sector Association
CAFTA-DR	Central American Free Trade Agreement
CARICOM	Caribbean Community
CARIFORUM	Caribbean Forum of African, Caribbean and Pacific States
CARTFund	Caribbean Aid for Trade and Regional Integration Trust Fund
CDB	Caribbean Development Bank
CEDA	Caribbean Export Development Agency
COTED	Council for Trade and Economic Development
CPDC	Caribbean Policy Development Centre
CRIP	Caribbean Regional Indicative Programme
CROSQ	CARICOM Regional Organisation for Standards and Quality
CSME	Single Market and Economy
CSWA	Caribbean Spa and Wellness Association
CTCP	CARICOM Trade and Competitiveness Project
CTPSDP	Caribbean Trade and Private Sector Development Programme
CVQ	Caribbean Vocational Qualification
DAPE	Dominica Association of Professional Engineers
DASHWA	Dominica Spa Health & Wellness Association
DFID	Department for International Development
DMFs	Design and Monitoring Frameworks
EDF	European Development Fund
EPA	Economic Partnership Agreement
EU	European Union
FCOR	French Caribbean Overseas Region
GIZ	Gesellschaft für Internationale Zusammenarbeit
ICT	Information and Communication Technology
IMF	International Monetary Fund
LNG	Liquefied Natural Gas
MRAs	Mutual Recognition Agreements
NCTVET	National Council on Technical and Vocational Education and Training
NES	National Export Strategy
NIP	National Indicative Programs
OECS	Organization of Eastern Caribbean States
ONT	Office of Trade Negotiations (formerly Caribbean Regional Negotiating Machinery)
PSC	Project-level Steering Committee
RDS	Regional Development Strategy
RPTF	Regional Preparatory Task Force
SC	Steering Committee
SMEs	Small and Medium Enterprises
SPS	Sanitary and Phyto-Sanitary Measures
TBT	Technical Barriers to Trade
TPDCo	Tourism Product Development Company
WTO	World Trade Organization

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EXECUTIVE SUMMARY

The economies of Caribbean states are small, open, uncompetitive, undiversified and vulnerable to external shocks, natural disasters and climate change. Since the 1970s, annual per capita growth rates have declined significantly; in 2009, average GDP growth was -1.7%. With the exception of oil-producing Trinidad and Tobago, and mineral-rich Suriname and Guyana, the region has largely shifted from dependence on a limited number of agricultural products toward provision of services, particularly tourism. However, this shift has not been a sufficient driver of economic growth, and the region continues to underperform.

Recognizing their limitations within a global trade and geopolitical environment, the countries of the Caribbean have pursued regional and international cooperation and economic integration. At the regional level, the Revised Treaty of Chaguaramas (2001) formally established the Caribbean Single Market and Economy (CSME). The main objectives of the CSME are full use of labour (full employment) and full exploitation of the other factors of production (natural resources and capital); the treaty also seeks to enhance competitive production leading to greater variety and quantity of products and services to trade with other countries. The Single Market component of the treaty is considered by CARICOM to be well advanced, while the Single Economy was scheduled to enter into effect by 2015.

At the global level, the Economic Partnership Agreement (EPA) between the European Union and CARIFORUM Countries came into force in December 2008 as the successor to the Cotonou Agreement. This was the first regional agreement to be completed between Europe and one of the six sub-regions of the African, Caribbean and Pacific (ACP) states. The EPA is intended to provide predictability in market access by Caribbean countries and ensure duty-free, quota-free access into the EU. It is expected that the EPA will enable CARIFORUM states to develop exports in services to the EU and a wider range of goods in which the region could have a comparative advantage; furthermore, it is intended to increase employment and business opportunities for regional firms and increase competition within CARIFORUM itself, building on the CSME. The EPA, by locking in harmonized regional policies throughout the Agreement, is complementary to the CSME.

Implementing both agreements demands significant policy, legislative and institutional adjustments, and for the private sector to prepare itself to take advantage of the free trade opportunities enabled across the region and with the EU. These reforms require significant resources to implement, estimated in the hundreds of millions of euros; full implementation will also result in loss of revenues from customs duties in the case of the EPA. A 2014 study by B&S Europe and LINPICO on behalf of the EU estimates these revenue losses to be on the order of USD 350 million across the CSME region (less the Bahamas) and Dominican Republic following full EPA implementation. The same study indicates that regional countries derive between 5% at the low end (in the case of Trinidad and Tobago) and 18% at the high end (in the case of Belize) of their domestic revenue from customs duties. Recognizing the relatively high portion these tariffs play in replenishing national coffers, the EPA includes a commitment for development cooperation between the CARIFORUM countries and the EU. However, this commitment is largely seen as unmet by regional stakeholders, and the financial crisis may have exacerbated national government reliance on customs revenues to pad tightening state budgets.

In 2009, the UK Government, through the Department for International Development (DFID), launched the Caribbean Aid for Trade and Regional Integration Trust Fund. Dubbed CARTFund, the program was designed to operate as a demand-driven “basket fund,” providing grants on a by-request basis to eligible national and regional public and private sector organizations to support activities aligned with EPA and/or CSME implementation. The goal of the CARTFund was “to increase Caribbean trade with Europe and intra-regional trade,” while its purpose was “to generate momentum on the implementation of the EPA and CSME.” Overall, CARTFund’s intended development outcome was to secure “Momentum generated on the implementation of the CSME and EPA.” There were three expected outputs:

- Private sector- oriented initiatives for EPA implementation supported
- Regional and national public structures and processes strengthened in recipient countries/agencies for the implementation of the EPA and regional/sub-regional integration
- CARTFund mechanism publicized and lessons learned.

The fund was established with a total of GBP 10 million, increased from an original commitment of GBP 5 million. Execution responsibility was assigned to the Caribbean Development Bank (CDB) through a trust fund administrative agreement (AA), signed March 18, 2009, which allowed the utilization of CDB’s administrative processes and human resources to manage the identification, development, appraisal, due diligence, management, monitoring and quality control of sub-projects funded by CARTFund. This was the first time CDB had managed a basket fund, and as such the CARTFund served as a pilot of this type of operational approach. A Steering Committee (SC) chaired by DFID, and including representatives from the CARICOM Secretariat and CARIFORUM, provided strategic oversight and approved projects submitted through CDB. Eligible Governments, civil society and private sector organizations were invited to submit proposals for defined projects supportive of implementing and capitalizing on EPA and CSME. Project beneficiaries were accountable for achieving expected results and responsible for on-the-ground oversight, implementation and project management. Among others, key beneficiary tasks included procurement, managing technical resources, initial quality control of deliverables, and timely reporting on results.

While initially scheduled to be fully disbursed by 2012, the implementation period for CARTFund was extended twice and spanned six years overall. By the conclusion of commitments, thirty-two (32) projects were supported across 14 countries. All grant activities are expected to be completed by June 2015, though the majority of grants were still under implementation at the time of evaluation. Many grants under implementation have nearly the entire balance of their committed amount disbursed. However, at the time of the evaluation, there was little data available on the outcomes of grant activities, as little to no results data had been reported; only a handful of project completion reports were available for the completed grants, much less the grants still under implementation.

DFID commissioned an independent end of project evaluation in January 2015, which was undertaken by International Financial Consulting Ltd. and completed in March 2015. The evaluation faced challenges due to (i) the limited number of completed sub-projects, (ii) the complexity of sub-project targets alongside the limited project-level reporting against these targets; (iii) the weakness of the CARTFund logical framework for results management

(logframe) and indicators alongside the lack of verification documentation against which to assess the extent to which CARTFund contributed to EPA and CSME implementation (iv) the limited correlation between project level and program level indicators and (v) the fact that outcome and impact targets were based on economic phenomena that are not directly attributable to CARTFund.

The evaluation exercise did identify, however, specific achievements of the CARTFund outside of the indicators defined in the program logframe. This report presents the overall findings and lessons learned achieved through desk research, field research, detailed portfolio analysis and stakeholder engagement.

Relevance and Program Design

Given the economic realities of the region, the project purpose and basket fund mechanism were found to be relevant and appropriate. The project logic took into account the need to address both public and private sector responses to CSME and EPA in order to increase trade and exports. Given CARTFund's demand driven approach, which required responsiveness and flexibility to a potentially wide range of demands, the expected results and indicators were generic by design.

However, this vagueness served to make assessing the impact of CARTFund on CSME and EPA implementation against the logframe problematic, and the opportunity to define more specific outcomes during implementation, as the portfolio matured, was not seized. The logframe did not sufficiently identify strong indicators to measure the "generation of momentum" despite this being the intended outcome of the program. Additionally, the targets associated with the project outcome indicators were very ambitious given the resources of the CARTFund and its sphere of influence.

CARTFund's pivot, after the first amendment to its AA, helped the fund be more relevant to the widest possible range of potential beneficiaries. On the public sector side, projects supported establishment and operation of EPA implementation units, trade facilitation and customs reforms, Competition Reforms, Export Promotion, and market access in response to Technical Barriers to Trade/Sanitary and Phyto-Sanitary standards. On the private sector side, CARTFund supported export capacity development, development of services sectors, activities to increase private sector market access, EPA/CSME Awareness, skills development, and certification. The wider scope of activities may have, however, diffused CARTFund's effectiveness as the administration of such a wide range of activities proved difficult, and project-level results did not roll up into the intended outputs of the program.

Achievement of Expected Results

As at the end of January 2015, of the 32 projects approved, seven (7) provided support to regional organizations while the remaining 25 provided direct support to national entities. Only five (5) projects had been completed; six (6) had to be terminated and the remaining 21 were still under execution, though many of the underlying activities had been completed;¹ while a

¹ Note that project completion reports were still outstanding for all 21 of the projects still under execution at the time of the evaluation. Hence, the results achieved by these projects could not be systematically analyzed.

number of these projects under execution had completed underlying activities, completion reporting and deliverables were not available.

On average, the private sector projects performed better relative to expected targets, while the public sector projects performed worse. Of the 17 private sector projects approved, 14 were assessed to be satisfactory or better. Of the 15 public sector projects approved, slightly more than half were assessed as performing satisfactory or better. Anecdotal evidence indicates that CARTFund was instrumental in building the capacity of at least six public agencies to scale up activities and attract additional funding. Seventy-nine (79) articles and knowledge products on CARTFund were published/disseminated and 15 public events highlighting CARTFund progress and successes were held.

Expected results of increased trade and ODA volumes could not be attributed CARTFund, despite being used as program-level targets in the CARTFund logframe. The most notable effects of CARTFund's interventions generally were:

- **Increased public knowledge and awareness of both trade agreements**, particularly in Antigua, Barbados and Guyana, and to a lesser extent, St. Lucia and Jamaica.
- **Improved export readiness of firms, particularly for the regional and French Caribbean Overseas Region (FCOR) markets**; the technical assistance provided to regional agro-processors and firms in St. Lucia and Trinidad systematically built export readiness and improved market intelligence. Firms (i) broadened their orientation from being domestic suppliers to becoming exporters and are more deliberate in assessing their export readiness and developing strategies; and (ii) now understand the strategies and importance of optimizing trade show presence, and the value and effort in preparation. Initial forays into the FCOR and select countries in the EU improved firms' market intelligence, allowed for a deeper understanding of the market, and identified contacts, some of which resulted in confirmed orders, particularly in the FCOR. However, this was achieved for firms that were already high performing, and may have already been engaging in export activities.
- **Greater recognition of the importance of services industries and changing the orientation of stakeholders (policy and entrepreneurs) towards services-exports generally**; National Services Coalitions in Belize, Dominica, Jamaica, Trinidad and St. Lucia made inroads to put potentially competitive services other than tourism on the policy agenda and to develop service associations in diverse areas. Several projects at national and regional level resulted in developing the capacity of health and wellness, tourism and yachting service providers to enable them to be recognized as providing internationally acceptable quality of service.
- **Advancing the free movement of people**: CARTFund advanced the regime for the CSME's Free Movement of People. Activities included building public awareness and understanding of requirements and processes for movement of certified persons, and facilitating the certification of service providers.

Additionally, CARTFund supported the establishment of the CARICOM regional EPA unit and four national EPA units in the Eastern Caribbean and Belize, as well as the development of national

EPA plans for eight countries. While CARTFund support was critical, and in some cases catalytic, it was provided within a scenario of limited regional, national and other donor resources to sustain their operations as well as variable political commitment, which limited the effectiveness of these interventions. Legislative work undertaken resulted in the preparation of eight (8) model bills and EPA-compliant legislation in at least four countries. Backlogs/delays within national Parliaments and Cabinets, overwork and weak capacity of the chambers of the Chief Parliamentary Council, however, delayed enactment in most countries.

CARTFund's log frame included indicators for gender inclusive and social impacts, however the project was not designed to explicitly address gender equality or social inclusiveness issues. Through the course of the evaluation, no data was provided to indicate that there was a systematic approach to gender analysis in sub-project design. The program attempted to address this issue by incorporating a more deliberate approach to gender analysis and focus on supporting female entrepreneurs in a few projects, particularly four of the projects that received additional resources in excess of their original grant amount.

As of January 31, 2015, CARTFund disbursed 78% of its commitments, with significant disbursement occurring within the last two years of the program. The efficient management of the portfolio was affected by a number of facilitative and constraining factors:

- There was an assumption built in to the original design that there would be a pipeline of projects ready for immediate approval. Substantial additional work had to be undertaken to make each pipeline project acceptable for review and approval. Thus, the identification and appraisal process was slower than expected, the result of which was the gradual development of the portfolio, which demonstrated increasing average delays in reaching effectiveness and disbursements. Overall, actual implementation periods are nearly double on average of what they were expected to be.
- CARTFund did not require the establishment of new administrative structures or a discrete project implementation unit at the fund level. This allowed for quick mobilizing of project management and administration resources, as well as utilization of existing operating procedures, which did not have to be developed from scratch. This was a double-edged sword; CARTFund instead used CDB's process for appraising new loan operations with borrowers. As such, CARTFund relied on existing queuing systems and corporate services, including legal and procurement review, prior to review by the loans committee. Any material modification required a full resubmission of the appraisal report to CDB loans committee. This reduced the potential for speedy project mobilization and execution in the basket fund approach.
- CARTFund was not adequately staffed at inception. When it was clear that the ready pipeline did not exist, additional resources were brought on board through the recruitment of short-term consultants, particularly for grant project design; however robust portfolio administration support was not secured through the first two years of operations. Key administrative functions, such as monitoring and evaluation, were left as a general task to the administrative team, rather than being under the purview of a specific expert.
- CDB's institutional deficiencies in results-focused project management skills and unsatisfactory external M&E support resulted in overly complex project-level indicators and

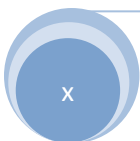
an unsystematic approach to roll-up project level results to demonstrate overall program effectiveness.

- Lack of design ownership by beneficiaries in the development of project appraisal documents resulted in project plans that were not achievable and/or lacked support from key stakeholders. Despite every attempt made during design and implementation to promote beneficiary ownership, many beneficiaries still reported low institutional prioritization of grant-supported activities, particularly over time.
- The estimated average implementation period of 28 months proved to be very optimistic as, in practice, the average project implementation period for the portfolio was 49 months. Delays in satisfying conditions precedent and management challenges at the beneficiary level contributed to the extended implementation timeline. Common impediments were insufficient institutional capacity or support from the grantee agency, lack of project management experience or expertise within grantee agencies and turn-over of project managers, lack of clarity of project objectives, shortage of regional and/or technical expertise, poor consultant identification and quality assurance, and a lack of enthusiasm from policy makers for EPA/CSME implementation. Additionally CDB's role in review and quality control of procurement processes and consultants' deliverables further extended the implementation timeframe.
- There were also no dedicated resources for Monitoring and Evaluation or public relations, which diminished results reporting and generation of the demonstration effect envisaged in the design. The CARTFund administrative team, composed of CDB staff and long-term consultants, was stretched to cover a wide geographical region and a portfolio of wide-ranging activities without embedded expert support for data collection, monitoring and evaluation or external communications.

Lessons Learned

The experience of CARTFund provided DFID and CDB with the opportunity to learn to optimize a basket fund approach to support trade agreement implementation. The establishment of two subsequent funds, resourced by the EU, to support EPA and CSME validates the positive view held by CDB and donors of the basket fund approach. The major lessons learned from CARTFund included:

- Defined targets must be realistic and attributable to the specific intervention. CARTFund's outcome targets, as well those at the sub-project level, were unrealistic or wholly unrelated/un-attributable to the intervention. For example, exporting to the EU proved to be a very challenging first step for most firms, and a significant increase in export to the EU at the regional level attributable to CARTFund was an unrealistic expectation. Such lofty objectives put the program at risk of being seen as ineffective, even where there were actual intermediate results.
- The widened scope of eligible activities enabled more stakeholders to access CARTFund resources, but resulted in a portfolio containing disparate activities which diffused its impact and imposed a burden on the CDB administrative team to oversee and assure the quality of activities for which they may not have much prior experience or expertise.



Taking a more specific approach, either to project type or geographic focus, may have resulted in a more cohesive and measurable program outcome.

- CDB's review and approval processes, while well-suited to operations supported with its own resources, were too onerous for CARTFund grants of the size and scope mobilized through CARTFund. The administrative arrangements were unsuitable to adequately manage a basket fund with low grantee capacity, a high intensity of activities requiring procurement and oversight and a monitoring and evaluation burden for a large portfolio of projects spread across 14 countries.
- A fund-wide strategy on gender and inclusiveness would have oriented CARTFund towards greater gender equality impacts. A comprehensive gender strategy for CARTFund, whether explicitly borrowed from CDB's gender strategy or defined specifically for CARTFund, could have more formally positioned CARTFund to promote gender and inclusiveness as key priorities in all supported operations.
- Low awareness and prioritization of EPA and limited expertise on the issues underlying EPA by policy makers and at the technical level within government agencies contributed to difficult implementation, particularly in the public sector. Similarly, the ability to quickly implement legislative reforms was compromised by a lack of expertise in legislative drafting, overburdening of the Chief Parliamentary Counsels, and slow political processes.
- The level of effort required to adequately design and manage grant projects at the beneficiary level was underestimated, particularly in the context of limited regional experience in implementing trade agreements. Overall, CARTFund's initial feasibility was based on assumptions about beneficiary capacity that may have been wildly overestimated, but its objectives and targets were not substantially modified to accommodate later realizations about this lacking capacity.
- The level of expertise and commitment of the project coordinator at the beneficiary level was a key ingredient in the success of grants. The procurement approach for recruiting consultants for this function, as provided by CDB and in-line with MDB practices globally, did not always result in the selection of suitable candidates and there was significant turnover and/or issues of non-performance. The process had to be tailored by grantees to provide best value-add to beneficiaries, which featured such modifications as greater reliance on performance tests and interviews of potential candidates.
- Project-level steering committees (PSCs) by-passed existing governance organs within beneficiary institutions and were largely irrelevant in terms of decision-making and accountability. In some cases, PSCs did serve a consultative and public relations function, but this was more in the context of casual conversation and personal relationships than the specific role and function of the PSC.
- There could have been better or more formalized mechanisms for sharing of lessons learned and opportunities among common national/thematic projects. There was some evidence that lessons learned were passed informally through CDB engagement with

beneficiaries, but there was no formal mechanism that facilitated sharing of lessons learned or introduction of beneficiaries with similar project activities to one another for sharing of lessons.

- Access to adequate finance is a major impediment to the growth of trade activity for SMEs in the region. Projects supported by CARTFund were not intended to address this issue directly, but it remains a major contextual impediment to increasing regional exports and enabling would-be SME exporters to actually be competitive in foreign markets.
- The EPA in particular may have prioritized sectors and services that are not competitive coming from the Caribbean to the EU member states.

CARTFund's impact has to be assessed with reference to the potential for the effects to survive after donor funding is expended. In this regard the effectiveness of CARTFund is compromised by the poor prospects for timely legislative enactment and continued public sector support of EPA units in the face of fiscal constraints, high staff turnover, and the low prioritization of CSME and EPA implementation by CARICOM and CARIFORUM national governments. For the private sector, firm-level growth constraints facing potential and active exporters in the region, such as access to finance and the need for on-going market intelligence, in-county marketing and logistics support, need to be addressed. The region also requires a consistent champion, likely to be the Caribbean Export Development Agency (CEDA) to advocate for continued support for CSME and EPA implementation and provide on-going technical expertise to the private sector.

1. INTRODUCTION

1.1 Background

In 2010, the Government of the United Kingdom through the Department for International Development (DFID) committed GBP 10 million over two tranches to a trust fund for the Caribbean Aid for Trade and Regional Development Trust Fund (CARTFund) to support implementation of two trade agreements of significant importance to the Caribbean - the CARIFORUM-EU Economic Partnership Agreement (EPA) and the Caribbean Community (CARICOM) Single Market and Economy (CSME).² The EPA is designed to open up and enhance trade between Europe and the Caribbean by removing barriers to trade and providing development support to increase competitiveness. The CSME allows for CARICOM goods, services, people and capital to move throughout the region without tariffs or other restrictions and is intended to facilitate sustained economic development based on international competitiveness, coordinated economic and foreign policies, functional co-operation and enhanced trade and economic relations with third States.

CARTFund operated as a basket fund, administered by the Caribbean Development Bank (CDB) based in Barbados. This was CDB's first basket fund, and it should be noted that many operational features were developed for the first time to support CARTFund's operations. This relationship was established through the countersigning of an administrative agreement (AA), signed on 18 March 2009 with an original provision of GBP 5 million. The parties through the lifetime of the fund countersigned three subsequent amendments, the first of which increased the allocation to GBP 10 million. This financing had been pledged as Aid for Trade (AfT) by the United Kingdom to the region in response to requests from Caribbean Governments during EPA negotiations. The goal of the CARTFund is "to increase Caribbean trade with Europe and intra-regional trade," while the purpose is "to generate momentum on the implementation of the EPA and CSME".³

CARTFund resources have been used to provide technical assistance at both national and regional levels to assist in the effective implementation of obligations under EPA and the CSME in order for the region to realize the benefits of both. The program, in line with the UK Government's commitments to increase AfT funding to the developing world, is also supportive of the UK's Regional Development Strategy (RDS) for the Caribbean that aims to help the region reduce poverty through economic growth and resilience to risks to growth.

Eligible Governments, civil society and private sector organizations were invited to submit proposals for defined projects supportive of implementing and capitalizing on EPA and CSME.

² The distinction between CARICOM and CARIFORUM will be explained in Chapter 1. The members of CARICOM are Antigua and Barbuda, the Bahamas, Barbados, Belize, The Commonwealth of Dominica, Grenada, Guyana, Grenada, Haiti, Jamaica, Montserrat, St. Kitts & Nevis, Saint Lucia, St. Vincent & the Grenadines, Suriname and Trinidad and Tobago. CARIFORUM includes the Dominican Republic. Although Haiti is a member of CARIFORUM it is not yet applying the EPA.

³ Between the original signing in 2009 and the first Amendment in February 2010 the design was updated and the goal, purpose and results modified.

The first projects were approved in 2009. A Steering Committee chaired by DFID, and including representatives from the CARICOM Secretariat and CARIFORUM, provided strategic oversight and guidance and approved projects.

Resources from the Trust Fund were allocated to 32 projects across 14 countries. The projects have, among other activities:

- provided technical assistance to help Governments put in place the administrative, legislative and policy systems and processes to meet their commitments under the EPA and CSME,
- increased public and private sector knowledge of the EPA and CSME, including the challenges and opportunities,
- helped the private sector access new markets,
- strengthened national coalition of service industries, and
- helped to increase the export potential of firms and sectors including services.

It was originally intended that CARTFund would be utilized over 3 years to end March 31, 2012. In 2010, the deadline was revised to December 31, 2012 providing an additional 9 months. Due to the slow pace of implementation however, two further extensions to the program's terminal disbursement deadline were required. The original deadline of December 2012 was extended to December 31, 2014 in May 2012, and in January 2015, the terminal disbursement date was extended to March 31, 2015. Wrap-up activities for all projects are to be completed by June 2015.

1.2 Regional Context of CARTFund

The CARTFund resources of GBP 10 million are spread across 15 economies with a combined population of approximately 24 million people, encompassing territories as far west as Belize and as far east as Barbados, a distance of over 3,000 kilometres.

To appreciate the role of the CARTFund, and to understand and assess its performance with respect to the achievement of its purpose “to generate momentum on the implementation of the EPA and CSME,” it is important to understand the complexity of the context within which CSME and EPA implementation is to take place. The regional context and background to the CSME and EPA are described in greater detail in Annex C, but are summarized below:

CSME Implementation:

The Treaty of Chaguaramas 1973 established the Caribbean Community - CARICOM, comprising independent Commonwealth Caribbean Countries. The Revised Treaty of Chaguaramas (2001), formally established the CSME through nine protocols amending the original Treaty provisions. The Single Market came into force in January 2006. A Roadmap for the implementation of the Single Economy “Towards a Single Development Vision and the Role of the Single Economy” - a product of extensive consultation, was intended to provide a vision to guide implementation by broad-based stakeholder support.

At the time of the approval of the CARTFund in 2009, CSME implementation was described by the CARICOM Secretariat as “a work in progress”. Despite the contention that the single market

activities were largely completed, efforts were still being directed towards the effective operation of the regimes for goods and services, movement of capital, right of establishment, movement of skills, competition, procurement and e-commerce. The Single Economy was expected to come on stream in 2015.

EPA Implementation:

The Economic Partnership Agreement between the European Union and CARIFORUM Countries, successor to the Cotonou Agreement, came into force in December 2008; and was the first EPA to be completed between Europe and one of the six sub-regions of the ACP. This free-trade agreement aims to replace the preferential trade arrangements with a WTO-compliant agreement. The full implementation of the agreement will result in the liberalization of close to 90% of all trade between the parties, which is to occur within 25 years on a phased basis. The full extent of the CARIFORUM market liberalization will not be realized until 2033, at which time there should be 86.9% import liberalization on EU products.

The EPA is intended to provide predictability in market access by Caribbean countries and ensure duty-free, quota-free access for all products into the EU. Through enhanced open trade, it is expected that the EPA will:

- Expand and improve CARIFORUM's industries and economic growth by enabling CARIFORUM states to develop exports in services and a wider range of goods in which they have a comparative advantage;
- Increase employment and business opportunities;
- Improve CARIFORUM's access to European technology and technical 'know how';
- Increase competition within CARIFORUM and thereby improve efficiency in production processes.

The EPA aims at achieving sustainable development by establishing a trade partnership, which promotes regional integration and the gradual integration of CARIFORUM countries. The EPA's rules ensure that trade and investment between CARIFORUM and the European Union are conducted on a transparent and predictable basis. The Agreement recognizes the marked differences in size and level of development between the two regions; and is said to put "trade at the service of development".

Like the CSME, the EPA provisions demand that CARIFORUM countries undertake significant policy, legislative and institutional adjustments to comply with the terms of the Agreement, and provide an opportunity for export-ready private sector providers of goods and services to take advantage of the free trade opportunities. Although the trade liberalisation commitments will be phased over time, the reform process will require significant resources to implement, and short-term loss of customs revenue; and the private sector will have to become more competitive and proactive. Recognizing this, the EPA includes a commitment for development cooperation. Under the EU's Aid-for-Trade Strategy, EU Member States were committed to reach an annual amount of € 1 billion to ACP states by 2010 in trade-related assistance, with approximately 10% (€100 million) per year dedicated to the Caribbean.

While the CSME preceded the EPA, and conceptually, represents a much deeper level of integration, the newer EPA was considered by some as a catalyst to governments in the region to implement policies already agreed to, while others saw the EPA as undermining efforts

towards establishing the CSME. Despite a seeming lack of consensus, there are clear areas of synergy. The EPA advances the CSME process by locking in harmonized regional policies throughout the Agreement, for example, the issue of free circulation, Mutual Recognition Agreements (MRAs) and the provisions on Sanitary and Phytosanitary/Technical Barriers to Trade (SPS/TBT), which call for the development, and application of region-wide policies.

It should also be noted that while both CSME and the EPA are both Caribbean based, they are at different stages of implementation; they involve overlapping actors (the Bahamas, the Dominican Republic and the EU are not common to both); and require significant financial and capacity resources and the participation and coordination of regional and national public entities, the private sector and civil society.

While there were no significant changes to the overarching agreements or key players through CARTFund's lifetime, the major challenge was the worsening economic situation in the Caribbean since the EPA was signed in 2008, as a result of the prolonged negative effects of the world economic crisis. As some Caribbean countries experienced financial sector stability challenges and deepening of the public sector financial problems, attention and resources were diverted from the implementation of the EPA.

1.3 Evaluation of the CARTFund

After five years of implementation, the program is now due for an end of project evaluation. DFID commissioned this evaluation in December 2014 and engaged International Financial Consulting Ltd. to undertake this exercise. A three-person team undertook the evaluation, which was conducted between January and March 2015, the result of which is presented in this report. All three members have previously undertaken evaluations in the Caribbean region and have extensive private sector development, trust fund administration, trade, and monitoring and evaluation experience.

The purpose of the evaluation as stated in the Terms of Reference, provided in Annex A, is to assess the extent to which CARTFund has delivered the expected outcome of generating momentum in the Caribbean behind the implementation of the Economic Partnership Agreement with the EU as well as CARICOM's Caribbean Single Market and Economy. Specifically, the evaluation is intended to:

- a) examine the overall program design and assess the effectiveness of the 'basket-fund' approach, including whether this approach has merit as a value-add compared with other potential approaches.
- b) explore and explain differences in the success and failure of projects across a geographic and typological cross-section of the program.
- c) identify any unexpected or unplanned issues, in consultation with beneficiaries, which may have hindered or facilitated the success of the project.
- d) outline the lessons learned from the project which can be applied to the development of trade and economic growth projects in the Caribbean, other regional funding mechanisms, as well as in other developing regions where EPA have been agreed with the EU.
- e) assess the effectiveness of the program, including in supporting and stimulating implementation of the EPA by Caribbean governments.

- f) estimate the success of the project in generating wider regional integration in the Caribbean.
- g) measure the impact of the program on addressing issues of inclusiveness, including its impacts on women and girls.

The evaluation has analysed the CARTFund program along key analytical dimensions, drawing from the framework presented in the Organization for Economic Cooperation and Development's Development Assistance Committee's (OECD DAC) evaluation criteria. These include the traditional DAC criteria—relevance, effectiveness, efficiency, impact and sustainability—as well as one additional criteria focusing on the application of lessons learned throughout the implementation of the program. The team used a combination of research methods throughout the evaluation period. Field missions were undertaken in Barbados, Grenada, Jamaica, St. Lucia and Trinidad during which interviews with a range of stakeholders were held. The critical stakeholders were identified as those persons involved in Trust Fund oversight; day to day operational management, on the ground implementation of project activities, institutional beneficiaries and private sector beneficiaries (firms, SMEs). Other wider stakeholders with an interest in EPA and CSME implementation such as the Office of Trade Negotiations, CSME Secretariat, and the EU Delegation were consulted. Documentary research, on-line surveys and expert analysis rounded out the methodology.

The team reviewed the entire CARTFund portfolio, but conducted a more in-depth assessment of a sample of projects in the field. The sample of executing agencies selected for in depth consultation was to a large extent pre-defined in the evaluation Terms of Reference to include beneficiaries in Barbados, St. Lucia, Jamaica and Trinidad and Tobago and one other OECS country.⁴ After preliminary analysis of the portfolio, it was agreed that Grenada would be the second OECS country as it presented four projects spread across the range of themes supported by CARTFund. Projects were categorized as “Public Sector EPA and CSME” or “Private sector oriented” projects. The selection of the projects for in-depth study represents a sample size of 50% of the portfolio; however, there was a slight over-representation of private sector projects, due to the pre-selection of Barbados, St. Lucia, Jamaica and Trinidad and Tobago. The evaluation approach and work plan were outlined in an inception report that was approved by DFID Caribbean on 10 February 2015. Annex B provides a complete list of stakeholders engaged in the evaluation.

The team would like to acknowledge the support and participation of both DFID and CDB, as their continued support throughout the assignment was critical to its success. The team would also like to express their appreciation to the many stakeholders and beneficiaries that provided their insight and experience to us through interviews, surveys and direct correspondence over the course of the evaluation.

DFID Caribbean intends to use the evaluation to inform the design and implementation of a new portfolio of projects in 2015 and 2016 aimed to promote economic growth in the Caribbean region. It will be shared with other countries and regions that have entered into EPAs with the

⁴ Organization of Eastern Caribbean States (OECS). CARTFund recipient members include Antigua and Barbuda, Dominica, Grenada, ST. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines

EU to share lessons from the Caribbean experience and to inform decisions on the support DFID provides in other regions.

1.4 Limitations of the Evaluation

The evaluation methodology assumed the timely availability of key documentation. The Terms of Reference required the evaluation team to assess the extent to which the outcome was likely to be achieved. This was difficult to do due to the unavailability of the verification source documents indicated in the programme's logical framework. The evaluation team was however able to locate and review a 2014 study prepared for the EU on EPA implementation which provided background information and data which helped to fill portions of the information gap and provided valuable collated data and analysis in the absence of the intended verification documents. Additionally, the logical framework for the program was not optimally suited to demonstrate the potential practical effects of the CARTFund on EPA and CSME implementation, and there was lack of cohesion between project-level and program level logical frameworks.

Project monitoring and reporting processes were not systematic, and, while project activities were reported on a project-by project basis, there did not seem to be portfolio-level reporting to assess contribution of the overall portfolio to specific EPA or CSME implementation issues or themes throughout the life of the project. The primary source of project activity and results data was "Status of approved CARTFund projects" reports prepared by CDB, and DFID Annual Reviews, which were summary documents and fairly limited. The evaluation exercise required significant document review of a wide variety of project documents and consultant deliverables; and additional externally sourced documentation.

Another challenge was that at the time of the evaluation was commissioned, many projects were still in execution and thus achievement of outcomes could not be fully assessed. Five of the 32 projects were reported as "completed," however the team did not have access to end of project reports, which was a requirement of the program. The evaluation team did not have access to any project completion reports over the course of the evaluation.

The Program's logical framework itself was too generic and quantitative for the articulation of results of such a complex program. While there were elements to support the monitoring of a basket fund portfolio, the framework would have been better structured with more qualitative results reporting on more specific aspects of the EPA and CSME implementation, and perhaps better quantitative measures. The projects' individual logical frameworks (referred to as DMFs) were overly complicated with poorly chosen indicators and as a result there was insufficient reporting against the indicators and outcomes.

As a result, the CARTFund and its component sub-projects were not sufficiently 'evaluable' against the log frame (i.e. to compare actual vs. expected results) and may have been premature given the state of sub-project completion. As a result of the fieldwork, the team was able to arrive at some conclusions about the effect the projects had on the beneficiary agencies and their stakeholders, sectors and countries, and a limited indication of the impact of the projects on gender equality and social inclusiveness on aspects. The team undertook more process-based analysis to examine operation of CARTFund as a basket fund, and to identify strengths, weaknesses, lessons learned and sustainability considerations.

The evaluation did not deviate from the work plan in terms of content, although not all stakeholders identified for face to face or telephone discussion were available for interview. The response of private sector stakeholders to on-line surveys was minimal despite repeated follow-ups, so the conclusions are not considered as a scientific sample and were interpreted with some caution.

1.5 Structure of the Evaluation Report

The report seeks to ensure that the requirements of the Terms of Reference are satisfied and that all the evaluation questions are addressed. As the Terms of Reference were fairly standard for an end of project evaluation, the report structure follows a fairly standard format.

- Chapter 1 introduces the assignment, as well as the complexity of the region, the actors, and the context within which EPA and CSME implementation was to take place .
- Chapter 2 describes the design and overall strategy of the CARTFund in the context of its intended impact.
- Chapter 3 examines the results framework, its usefulness as a results-measurement tool, and discusses the extent to which the goals, purpose and outputs have been, or are likely to be, achieved.
- Chapter 4 presents the project portfolio in detail and discusses project-level results.
- Chapter 5 describes and analyses the performance of the portfolio, particularly in terms of administration, as well as the portfolio management system
- Chapter 6 presents the lessons extracted by the evaluation team through the course of desk research, consultations, field missions and other factors.
- Chapter 7 presents a commentary on the prospects for sustainability and continued impact of CARTFund's activities.
- Chapter 8 presents a summary conclusion, addresses the purpose of the evaluation and answers the major evaluation questions.

2. CARTFUND DESIGN AND STRATEGY

This chapter presents the overall design and structure of the CARTFund, as well as the execution arrangements used to operationalize the “basket fund” approach. It also presents some of the strengths and weaknesses stemming from the design of the fund and related execution arrangements.

2.1 CARTFund Design

CARTFund as designed in 2009 with an initial allocation of GBP 5 million was modified substantially by 2010. The goal and purpose of CARTFund were modified and specific areas of focus were de-emphasized, such as OECS integration. The original purpose statement was to “help the Caribbean Forum of African, Caribbean and Pacific States to:

- i. Boost growth and reduce poverty through trade and regional integration
- ii. Participate more effectively in the CARICOM Single Market and Economy (CSME)
- iii. Effectively administer international trade agreements
- iv. Accelerate Caribbean implementation of the provisions of CSME and the Economic Partnership Agreement (EPA) signed between CARIFORUM and the EU”

The purpose statement was later changed and simplified to: “to generate momentum for EPA and CSME implementation”.

Project eligibility was initially specified in the original AA across four different activities, two of which had sub-activities. Table 1 summarizes these eligible activities and sub-activities in the initial design of the project. Significant changes included not tying EPA support as closely to the RPTF recommendations and specific policy objectives such as competition and customs and trade facilitation, as well as de-emphasizing OECS integration. The fund in effect moved from being more targeted or strategic to responsive to a broader range of needs.

Table 1: Eligible Activities Described by the Original Administrative Agreement (AA)

Activity	Sub-Activities
1. EPA Implementation Support	<ul style="list-style-type: none"> • Supporting work planning and implementation by CARIFORUM and the EC’s task force, fast-tracking effective proposals as necessary • Developing the EPA implementation monitoring policy, mechanisms and institutional framework • Completing the regional competition policy and institutional framework • Completing the regional customs and trade facilitation policy and institutional framework
2. Deepening CARICOM Economic Integration	<ul style="list-style-type: none"> • Completing the legal and institutional policy and institutional framework for the implementation of CSME • Completing the regime of free movement of people • Establishing a framework for macroeconomic and sectoral policy

coordination

3. Deepening Integration of the OECS Member Countries, including Formulation of an OECS Trade Policy
 4. Assisting Potential Beneficiaries of the Fund with Project Preparation in the Areas Described above
-

.....

The first amendment to the Administrative Agreement, undertaken in March of 2010 and discussed in detail in the following sections, modified the eligibility criteria substantially. This amendment featured a much simpler and broader definition of eligibility, with four different activities supported. It was anticipated that CARTFund would “fund a mixture of regional and national initiatives in both the public and private sectors... with the private sector support being limited to the activities of sectoral groups or private sector organizations, rather than individual firms.” These activities included those projects that satisfied at least one of the following criteria:

1. Supported EPA implementation
2. Deepened CARICOM economic integration and OECS sub regional integration
3. Assisted potential beneficiaries of the Fund with project preparation for activities outlined above
4. Shared lessons learned from projects and activities identified in the activities outlined above

Thus, from March of 2010 onwards, proposed activities had to be justified in terms of enhancing EPA implementation or general regional integration could qualify for CARTFund support.

2.2 Strategic Design of CARTFund

The regional context within which the CARTFund was operational was complex, with a range of actors and overlapping agendas.. What is undeniable is that the capacity and resource limitations to implement both agreements warranted support from a wide range of actors, of which CARTFund was one, in line with other bilateral and multi-lateral donors. The broad objective of the CARTFund to support CSME and EPA implementation was valid at the time of design in 2009, and retained validity over its five years of implementation, as the region still has significant CSME and EPA milestones to attain.

It could be argued however, that given the differences in the state of implementation between the CSME and the EPA, it may have been more accurate to acknowledge this in the statement of purpose, as the CARTFund may not have been able to “generate momentum” for CSME implementation as this was already underway and enjoyed the support of other donors and the regional governments themselves, even if this had slowed somewhat by 2009. CARTFund was actually better placed, given the timing however, to generate momentum for EPA implementation as it was designed to relatively quickly respond to already identified needs that could be ‘quick-started’ and in fact ‘generate momentum’ where there was limited prior activity, particularly at the national public sector level. So while one could argue with the ‘letter’ of the purpose statement, the ‘spirit’ of the objective was certainly appropriate.

CARTFund provided a mechanism to support priorities identified under the RPTF – this did not materialize as planned. Since the designers envisaged a wide range of activities that could be supported by a demand-driven mechanism, however, there was sufficient flexibility to address actual national and regional level needs that were articulated and defined as well as to address both public and private sector challenges. This shift however had significant implications for the program’s timeline and pace of implementation.

As will be shown, CARTFund had particular relevance for the strengthening of National Coalition of Service Industries, which prior to its approval, were floundering in many states; and also provided a window for private sector activity at the national level that may have been largely absent from other donors’ programs. CARTFund also complemented other donor-supported projects and enabled resources to be directed to critical national public entities with limited access to donor funds.

While the CARTFund was relevant in its overall objective to support the CSME and EPA implementation, the evaluation team questioned whether, given the resources available (for project execution and management), a more strategic approach could have been taken to maximize the results of the Fund. Similarly, while stakeholders appreciated the breadth and scope of the CARTFund and overall relevance, they reflected in hindsight that this flexibility might have resulted in a lack of strategic focus, missed opportunities to identify national priorities and a diffusion of impact.

Managing the balance between being demand-driven and taking a more strategic deliberate intervention approach is a challenge generally for basket funds, but one, which must be managed to maximize the benefits and larger objectives. The extent to which CARTFund achieved this is explored in the remaining sections of the report.

2.3 Governance Structure

While operationally a “basket fund,” the CARTFund carried the legal status of a bilateral trust fund for the duration of its existence. In this capacity, CDB operated as the legal custodian of CARTFund resources contributed by DFID.

Through the technical cooperation agreement, each side had specific responsibilities to execute through the duration of the CARTFund. The majority of these the execution responsibilities fell to CDB with regard to the disposal of CARTFund resources. DFID, for its part, was responsible for participation on the steering committee of the fund, program visibility and public relations, as well as associated responsibilities for responding to funding requests. In general, the technical cooperation agreement resonates with similar agreements used in other trust funds managed by multilateral development banks. The original AA provided specific responsibilities related to the custodianship of CARTFund resources (AA Section 2.03) as well as the applicability of certain CDB policies and procedures in the execution of CARTFund sub-projects (AA Section 8).

The AA also depicts the oversight function of the CARTFund steering committee, including its membership. Including a representative appointed by DFID, the steering committee also comprises appointees representing CARICOM and CARIFORUM. The envisioned purpose of

including these entities as steering committee members was to ensure that the strategic alignment of the CARTFund with CSME and EPA remained strong. The secondary purpose was to ensure regional ownership of CARTFund activities through regional institutions beyond CDB itself. The steering committee was empowered to grant final approval to any proposed use of CARTFund resources with the exception of the administration fee collected by CDB, which could be expended at CDB's discretion.⁵ All approvals for grants were ultimately decided by the steering committee after thorough review by CDB's internal review system, which is discussed in the next section.

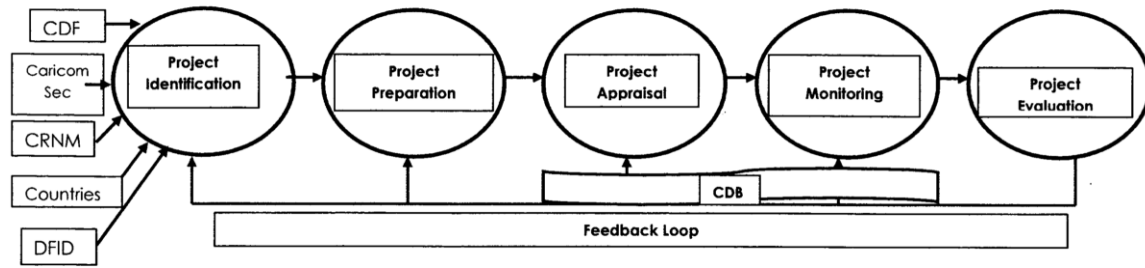
2.4 Execution Arrangement With CDB

CDB served as the overall executing agency for CARTFund activities for the duration of the CARTFund. In this capacity, CDB was charged with specific duties as specified in the AA, including:

- i. Communicating with potential beneficiaries about available support through CARTFund
- ii. Receiving and responding to proposals presented from eligible applicants according to the specified process
- iii. Preparing and concluding grant agreements with selected beneficiaries
- iv. Monitoring the performance of grants provided
- v. Monitoring and evaluating the performance of the fund during the active period
- vi. Engaging and supervising consultants engaged to support sub-project identification, monitoring and evaluation, as approved by the steering committee
- vii. Reporting to the donor on the status of the fund
- viii. Engaging any transactions (such as currency trades) required to undertake the aforementioned tasks

To achieve this, CDB proposed to use its standard due diligence process. This process identified key sources for potential projects, including the CARICOM Development Fund, the CARICOM Secretariat, the CARICOM Office of Trade Negotiations (OTN, formerly Caribbean Regional Negotiating Machinery), the eligible country governments, and DFID. The project cycle envisioned includes five key steps. **Error! Reference source not found.** presents the project cycle, as it was depicted in the AA.

⁵ Note that CDB procurement rules for the use of consultants applied to expenditures in favor of recruiting support for CARTFund administration, but this was not specified in the AA and was rather specified by CDB corporate policy.

Figure 1: Project Cycle Overview⁶

In terms of staffing, the original AA implied that consultants were to be recruited to assist in the administrative responsibilities of managing CARTFund⁷ to aid in the execution of the overall administration of the CARTFund for a period of two years. In reality, the CARTFund was launched with a sole CDB staff member administering the appraisal process. It is also worth noting that the original AA provided for consulting support over a period of two years, while the original duration of the CARTFund, discussed in detail in Section 2.6 was for three years. Long-term consultants to support administrative aspects of CARTFund were not hired until June 2010 and May 2013. Prior to their engagement, the only additional support engaged by CARTFund included short-term consultants that were hired to author appraisal reports on behalf of beneficiaries, based in most cases on a concept note that had been submitted by the beneficiaries themselves. CDB indicates that the use of these administrative resources for short-term consultants was a strategic decision to offset the limited capacity at the level of potential grantees in designing grant programs.

2.5 Operational Design

The fund was designed as a “basket fund” that would use contributions made by DFID to undertake a series of smaller grant financing operations for projects that aligned with the objectives. Furthermore, CARTFund resources could be expended to provide project preparation support and analysis/dissemination of lessons learned from previous or on-going projects. Through its operations, CARTFund used the services of short-term consultants to aid in the process of identifying and developing projects. However, there is no evidence of resource utilization for the distillation and/or dissemination of lessons learned material, though there were at some point plans for such activities according to CDB. It remains unclear to the evaluation team whether these activities were to be undertaken primarily by CDB, or by DFID.

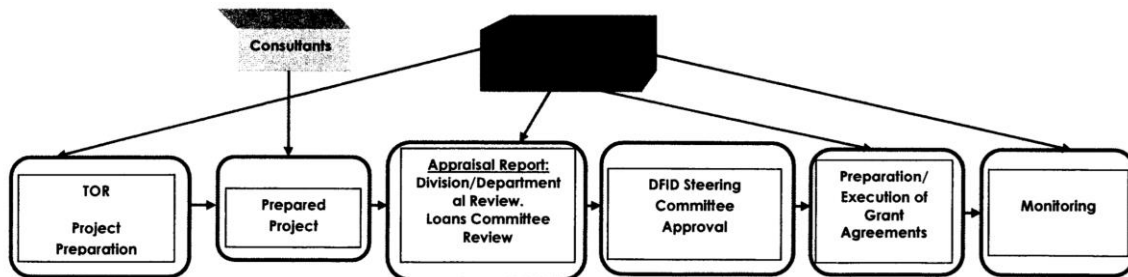
The parties at inception envisioned a specific process for identifying projects. Specifically, the appraisal process featured the use of short-term consultants, as discussed in the previous section, to aid in the development of project preparation documents, particularly the appraisal report. This report was then reviewed first at the level of the projects department, followed by a

⁶ Extracted from Annex 2 of the original CARTFund Administrative Agreement

⁷ This implication is embedded in the justification for the USD 650,000 administrative fee calculation in the original Administrative Agreement

loans committee review; this is the same loans committee that all CDB statutory operations are reviewed by, and the internal processes to schedule CARTFund appraisal report were identical and embedded in the project appraisal reviews undertaken as part of CDB’s core business. Approved appraisal reports were then submitted to Steering Committee for final review. Once approved, the CDB project team would then prepare and execute a grant agreement with the beneficiary. Monitoring then followed agreement execution, as the sub-project was completed. Figure 2 presents the project appraisal process as depicted in the AA.

Figure 2: Project Preparation/Appraisal/Supervision⁸



There was an assumption built in to the original design of the CARTFund that suggested a “ready pipeline” of fundable projects for CARTFund. CARTFund was initially intended as a follow on support to address the findings of a series of studies undertaken by the Regional Preparation Task Force. The findings of the RPTF indicated that there was substantial demand for grant support in favour of EPA and CSME implementation throughout the region. However, it became clear early on in operations that this “ready” pipeline was really a series of concepts for support, and that substantial additional work would have to be undertaken to make each of these concepts well-performing grant support programs. As such, CARTFund did not have the immediate and quick successes that were expected. Thus, the identification and proposal development process was slower than expected.

The process of developing and executing grant agreements used the process already in place for the delivery of technical assistance grants by the CDB. These grant agreements contained specific responsibilities for CDB, as the administrator of CARTFund, and the beneficiary. Included in the grant agreements were requirements regarding use of CARTFund resources, reporting requirements, specific procurement requirements and other factors. In addition, the grant agreements featured specific disbursement schedules that clearly delineated the conditions precedent to each disbursement under a grant sub-project, as applicable.

Grants provided from CARTFund were subject to CDB rules of procurement for borrowers, which were last revised in October 2011. These rules of procurement apply to use of CDB-provided resources for all external entities, including both loan and grant beneficiaries. The applicability

⁸ Extracted from Annex 2 of the original CARTFund Administrative Agreement. The black box is a consequence of the scanning process of the AA, and DFID has indicated that this box read “CDB Staff” in the original version.

of rules depends on the overall size of the contract. Because most of the work undertaken through the CARTFund grants was technical assistance supplied by consultants, each of the sub-projects featured at least one procurement process. CDB provided hands-on assistance to ensure that these processes were not unduly slowed, but the process in general is both thorough, considering the character of most of the CARTFund beneficiaries.

For those beneficiaries that were private sector entities or associations, the procurement process may have been cumbersome and far beyond “business as usual” in terms of how they selected and engaged support. Furthermore, some sub-project coordinators indicated that the procurement process sometimes resulted in consultants that were “good on paper” but delivered low quality outputs. Some of the project coordinators began adding their own elements to the procurement process, such as interviews and timed work samples, which they reported to have added much greater value to the selection of quality consultants than the process provided by CDB policy.

Project supervision, as an extension of procurement supervision, was undertaken by CDB staff throughout CARTFund operations. The nature of this supervision was typically to support project implementation however necessary, including advising on procurement issues. In most cases, sub-project coordinators indicated that this level of support was necessary to navigate the complexity of grant management, particularly around the issue of procurement. In other cases, particularly where beneficiaries had previous experience implementing grants, the level of active engagement after grant award was considered excessive. Desk supervision was undertaken on an annual basis, as required by the grant agreement. At a minimum, sub-project coordinators were required to report quarterly the following:

- i. activities implemented to date; and the reasons for any significant delays incurred in the implementation of each activity;
- ii. progress towards achieving planned outputs and outcomes based on the agreed performance indicators;⁹ and the likelihood that the planned outputs and outcomes will be achieved;
- iii. the executing agency’s review of assumptions and risks (are assumptions made at design stage, holding/still valid or have assumptions become risks; have new risks emerged); and actions taken to date to mitigate anticipated risks;
- iv. the Executing Agency’s rating of the performance of the Project (Appendix 6 refers);
- v. changes required to the Design and Monitoring Framework based on items (a) to (d) above;
- vi. a copy of the updated Monitoring and Evaluation Matrix for the Project; and
- vii. activities planned for the next quarter, including actions required to improve the performance of the Project and mitigate risks.

Beginning with the first amendment to the AA, further discussed in the following section, the logical framework for the overall CARTFund program was substantially expanded to include a number of indicators related to the quality of the portfolio of grants provided. Specifically, the number of projects with a “satisfactory” rating or higher, as determined by CDB on a quarterly

⁹ Note that each sub-project had its own Design and Measurement Framework (DMF), which specified results indicators tailored to said project

basis, was to exceed a given threshold.¹⁰ The process by which performance ratings were calculated for each sub-project included assigning a numerical score from one to four points across four distinct criteria. CARTFund used existing CDB guidelines¹¹ to determine a numerical value for each of the four criteria was to be determined. These criteria included:

- i. Relevance
- ii. Achievement of Objectives
- iii. Delivery of Inputs and Conduct of Activities
- iv. Quality of Outputs

As such, a raw score of 4-16 points was assessed, and then a simple average was taken to provide a rating. These ratings were used to determine the overall “satisfaction” with the project at the time of rating according to certain ranges between 1 and 4. In addition, satisfaction ratings had specific assessment conditions. Sub-projects ranked as “unsatisfactory” were considered at-risk, and the CARTFund cancellation policy specified that three consistent rankings of “unsatisfactory” should initiate a cancellation. Table 2 summarizes these conditions.

Table 2: Satisfaction Ratings, Ranges and Assessment Conditions

Rating	Range	Assessment Conditions
Highly Satisfactory	$3.25 < r_{project} \leq 4.00$	There were no deficiencies in the project’s Relevance, Outcomes achieved exceeded targets; Delivery of Inputs and Conduct of Activities were timely and cost effective; Quality of Outputs exceeded expectations; and Implementation Performance of the Beneficiary Agency and other stakeholders was exemplary.
Satisfactory	$2.50 < r_{project} \leq 3.25$	There were minor deficiencies in the project’s Relevance; Outcomes were achieved as planned; Delivery of Inputs and Conduct of Activities were timely; Quality of Outputs met expectations; and Implementation Performance of the Beneficiary Agency and other stakeholders was satisfactory.
Marginally Unsatisfactory	$1.75 < r_{project} \leq 2.50$	There were moderate deficiencies in the project’s Relevance; the major Outcomes were achieved or will be achieved; Delivery of Inputs and Conduct of Activities were not timely; Quality of Outputs are/were acceptable; Implementation Performance of the Beneficiary Agency and other stakeholders was satisfactory.
Unsatisfactory	$r_{project} \leq 1.75$	There were major to severe deficiencies in the project’s Relevance; major Outcomes were not achieved; Delivery of Inputs and Conduct of Activities were not timely; Quality of Outputs was inadequate; and Implementation Performance of CDB was satisfactory, but that of Beneficiary and other stakeholders was unsatisfactory.
No rating	NA	Assigned when project was too new to be rated

¹⁰ The actual performance of the portfolio against these targets is discussed in Chapter 4

¹¹ Note that these guidelines were not made available to the evaluation team until after the evaluation had been completed

2.6 Amendments of CARTFund & Project Extension

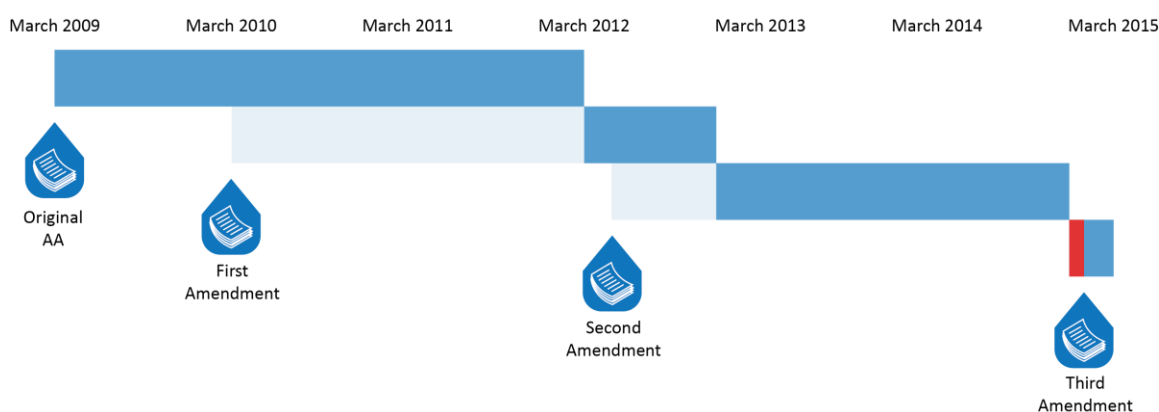
CARTFund was originally intended to conclude in March 2012. However, a number of factors required extension of the terminal disbursement and closure of the fund. From signing, three subsequent amendments were made to the AA, which made a number of amendments to the agreement itself. Table 3 summarizes the implications of these amendments.

Table 3: Summary of Administrative Agreement Evolution

Edition	Date of Signature	Key Implications
Original TCA	18 March 2009	<ul style="list-style-type: none"> Establishment of CARTFund at GBP 5 million Establishment of respective responsibilities
1 st Amendment	12 March 2010	<ul style="list-style-type: none"> Extension of terminal disbursement date GBP 5 million increase in contribution Increase in administrative fee Simplification of activities supported (3.01) Annex updates (TOR for SC, Log Frame, etc.)
2 nd Amendment	9 May 2012	<ul style="list-style-type: none"> Extension of terminal disbursement date
3 rd Amendment	8 January 2015	<ul style="list-style-type: none"> Extension of terminal disbursement date

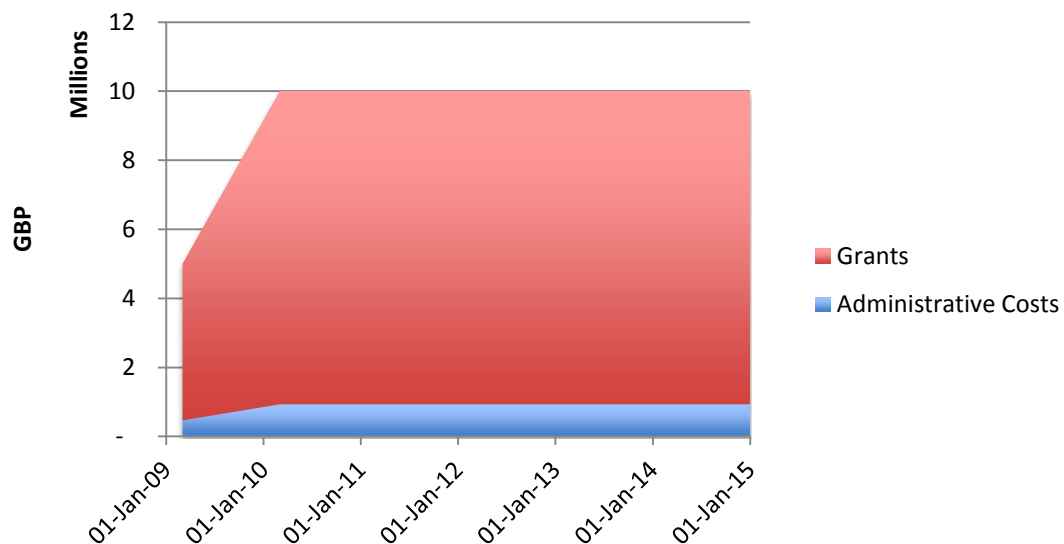
In terms of the duration of CARTFund, the original intended period for execution of all activities, which were intended to amount to approximately GBP 4.5 million after administrative costs, was 3 years. With the first amendment, the overall resources available for grants doubled to approximately GBP 9.1 million, but the program was only extended an additional nine months, from March to December of 2012. The second amendment, signed in May of 2010, added two years to the overall lifespan of the fund to December 2014. The final amendment, signed in January 2015, further extended the lifetime for three months to March 2015. Figure 3 depicts the changes in the duration of the fund, drawing from the specific amendments.

Figure 3: Amendments to Duration of CARTFund



CDB received some financial support for its administration of the fund from inception. The original amount allocated to CDB for the burden of administrating CARTFund was calculated on the basis of the placement of administrative support consisting of 2.5 persons on a USD 500 per day, 260 day per year contract over a two-year duration. While not explicitly stated, the implication of this provision in the AA seems to support the procurement of long-term consultants to support fund administration. The overall support envelope was to not exceed USD 650,000 (equivalent to 9% of the fund resources at inception, or GBP 450,000). The second amendment increased this amount in line with the overall increase of the contribution made by DFID from USD 650,000 to USD 1,300,000. With the second amendment, no rationale for the calculation of the new administrative cost allowance was provided. Hence, it is not clear from the documentation whether the amount allocated to CDB was doubled because of the 200% increase in resources contributed by DFID, or an anticipation of an extension of the lifetime of the fund and underlying activities. Figure 4 summarizes the allocation of DFID's contributions to CARTFund by cost allocation over the span of the fund, in accordance with the amendments to the AA.

Figure 4: Summary of Resource Allocation over CARTFund Lifetime



2.7 Strengths And Weaknesses of Project Design

In general, the CARTFund was designed in line with the common practice among MDBs regarding the use of trust funds as vehicles to deliver a portfolio of grant support. Similar models, such as the Fund for African Private Sector Assistance at the African Development Bank, have been deployed in similar fashions since the early 2000s. CARTFund had a number of specific strengths and weaknesses in the overall project design that contributed to the underlying achievements made by the fund. These strengths and weaknesses are described below:

Strengths:

- The establishment of CARTFund did not require new administrative structures or a discrete project implementation unit that had to be staffed with technical and support personnel. This allowed for quick mobilizing of project management and administration resources, as well as utilization of entrenched operating procedures that did not have to be developed from scratch.
- CARTFund's original design was expanded to be even more flexible in terms of the types of projects that were eligible for support. This contributed to the ability of CARTFund to be demand-driven and responsive.
- The governance structure of CARTFund (the Steering Committee) comprised representatives of key regional institutions. This contributed to the ability of CARTFund to identify and promote CSME/EPA implementation as a priority ("public sector" projects).

Weaknesses

- CARTFund's original design and initial short timeline relied on a ready pipeline of projects. This assumption proved to be false, requiring a re-formulation of the criteria for support, a much broader scope for project identification and extension to the timeline.
- CARTFund was not properly staffed at inception. While there were provisions for additional support in the AA, this support was engaged far later than when it should have been. There did not appear to be dedicated resources for Monitoring and Evaluation and public relations that diminished results reporting and generation of the demonstration effect envisaged in the design.
- While project supervision was anecdotally strong, the satisfaction rating system used to assess the performance of the CARTFund portfolio was arbitrary. Criteria used were vaguely defined, such as relevance, which should have been established as part of project appraisal and then should not change. Furthermore, numeric scoring within the criteria seemed arbitrary and subjective, lacking formal guidelines.
- As discussed in detail in Chapter 3, CARTFund's expected results were poorly defined. As the basis for measuring CARTFund's performance in terms of development impact, the logical framework was generally vague despite the revision undertaken in the first amendment to the administrative agreement. There was limited correlation between project level and program level indicators. Target outcomes and impacts were based on economic phenomena that are not directly attributable to CARTFund.

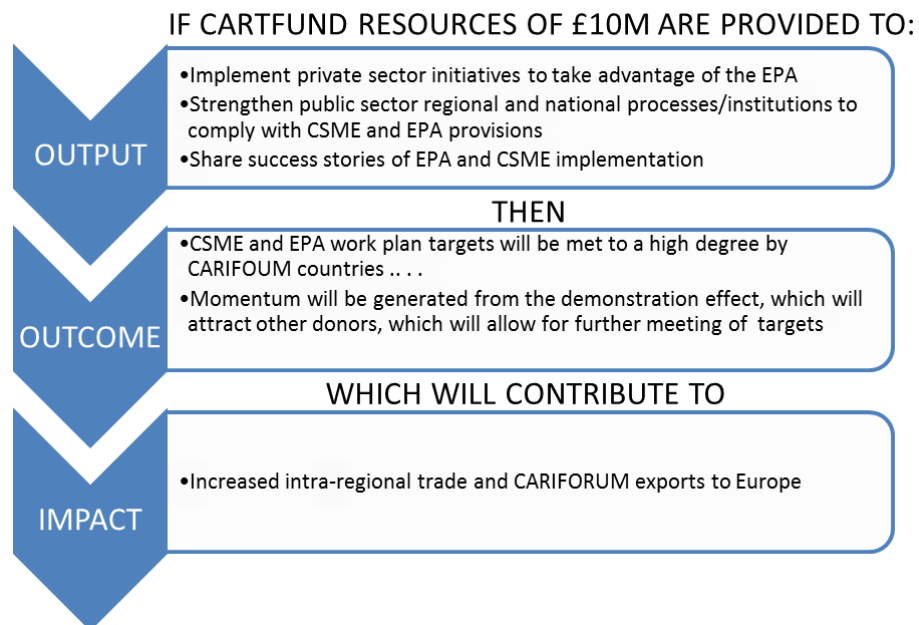
3. RESULTS MEASUREMENT AND ACHIEVEMENT

The expected results of the CARTFund were modified in March 2010 as the overall design had changed. The changes reflect a focus on activities identified as priority activities, as well as OECS integration. The original results (2009) were presented in a traditional logical framework format while the 2010 modification was presented in a more results/performance framework with qualitative indicators and annual milestone targets.¹² The logical framework was again modified during implementation when the project was extended. The changes to the log frame were mainly to extend and/or change the target values from a 2012 end date to 2014-15 to accommodate the extension of the project. The articulation of the expected results remained the same as 2010 version. To the extent possible, with the information/data available to the evaluation team, the performance of the CARTFund will be assessed against the revised log frame currently in force.

3.1. CARTFund Program Logic

The project logic of the 2010 design was fairly straightforward and takes into account the need to address both the public and private sector responses to CSME and EPA in order to increase trade and exports. The following figure summarizes the underlying logical of the current results framework.

Figure 5: Summary of Current Logical Framework



¹² The revised 2010 logical framework reflects the standard DFID log frame format at that time. The new presentation reflects the general shift in donor monitoring and evaluation/results based management from the traditional log frame format to more quantifiable performance frameworks.

This logic rests on the assumptions that the EPA and CSME frameworks are effective to stimulate trade; political will and partner resources exist, and stakeholders take speedy advantage of the availability of funds. The logic also assumes however, that the value of the CARTFund resources, and the time allocated would be sufficient for the chain of results to be achieved. A summary of the CARTFund logical framework for results measurement is presented in Table 4. The end of project planned and achieved results are recorded and are discussed in the following sections. The full logical framework is provided in Annex F.

Table 4: Summary of Logical Framework of the CARTFund

Result Level	Indicator	Target (2014-15)	Achieved (last available reporting)
Goal			
Caribbean trade with Europe and intra-regional trade increased	Value of Caribbean exports with Europe (US\$)	4,828,390,422 (Target same for 2012 - 2014/15)	4,251,820,000 (2013) ¹³
	Value of CARICOM intra-regional trade (US\$)	5,650,823,880	6,434,580,000 (2013) ¹⁴
Purpose			
Momentum generated on implementation of the CSME and EPA	Share of EPA actions completed	75%	No reporting. Difficult to determine
	Share of CSME actions completed	Baseline + 30%	No reporting. Difficult to determine
	No. of projects scaled up, replicated or accessing additional funding	8	No reporting- 6 estimated but difficult to verify.
	Amount of ODA commitments recorded for the CARIFORM states (individually and in West Indies regional category) in selected sub-sectors –US\$M	US\$65.25M (2013) US \$67.66M (2014)	US\$58.48M (2013- most recent year available)
Output 1			
Private Sector oriented initiatives for EPA implementation	Value of private sector oriented sub-projects making satisfactory progress or better as assessed by CDB	£3,803,566	£4,012,129.83 ¹⁵ US\$6,123,388

^{13,12} Extracted from IMF Direction of Trade Statistics March 2015.

¹⁵ CDB reports approvals and disbursements in US\$. Reported total of approved value of projects rated satisfactory or better by CDB is converted to GBP at rate of US\$1.00: £0.655214

Result Level	Indicator	Target (2014-15)	Achieved (last available reporting)
supported	Number of private sector oriented sub projects making satisfactory or better progress as assessed by CDB	12	14* (2014-2015)
Output 2			
Regional and national public structures and processes strengthened in recipient countries/ agencies for EPA and regional and sub-regional implementation	Value of public sector EPA and CSME sub-projects projects making satisfactory progress or better as assessed by CDB	£4,451,793	£2,789,751.69 US\$4,257,186
	Number of public sector EPA and CSME implementation sub projects making satisfactory or better progress as assessed by CDB	10	8* (2014-2015)
	No. of EPA work plans under implementation	1 regional at least 5 national	1 regional & 5 national* (2013-2014)
Output 3			
CARTFund Mechanism publicized and lessons shared	Number of articles and knowledge products on CARTFund published/disseminated	85 (cumulative)	79 (2013-2014)*
	Number of public events highlighting CARTFund progress and successes	15	19 (2013-2014)*

* based on data provided by CDB during evaluation exercise

The expected results and indicators were forced to be generic, especially at the design stage. This arises from CARTFund's demand driven approach, which requires a high degree of openness to different project types. However when the portfolio became more defined by 2011, the opportunity existed where the log frame was being reviewed in 2012 to identify areas of intervention where CARTFund resources were being directed and select outcome indicators for specific areas (e.g. legislation, service coalitions, export facilitation, private sector export readiness). This is where, in the view of the evaluation team, the logical framework is weak and did not sufficiently identify other areas or indicators to measure the "generation of momentum".

3.2. Progress Towards Impact

According to the 2010 project logic, generating momentum on the implementation of EPA and CSME, would contribute to increased inter-regional trade and between CARIFORUM and Europe by 6% and 9% respectively by the end of year 3 (2012). It is reasonable to expect that, if the assumptions are true, implementation of CSME and EPA should contribute to an increase in trade – however this would not only be attributable to CARTFund interventions. While DFID did not expect real CARTFund attribution at the impact level of increased trade it is not clear how the targets were established to which CARTFund would contribute to achieving. In the modified logical framework, the original 2012 target was retained to 2014-2015, suggesting attribution. While tracking the changes in CARIFORUM-EU and intra-region trade is relevant, the

establishment of annual targets for the impact indicators to 2014-15 was not a meaningful exercise. Generally, impact indicators would reflect an expected change some time after the intervention has ended, not immediately at the end of the program. The inclusion of these impact level indicators with end of project targets and interim milestones, rather than a longer-term impact horizon reflects a shortcoming of the log frame.

Nevertheless, the evaluation team examined the trend in exports to examine the trends. The team referred to two data sets - the EU-funded EPA Implementation report which assessed the changes in exports from CARIFORUM post-2008 to 2013 and the IMF Direction of Trade Statistics. IMF data shows a decline from the 2009 baseline of USD 4.43 billion to 2013 amount of USD 4.25 billion in CARIFORUM exports to the EU. The EPA implementation report notes that virtually all CARIFORUM states experienced steep declines in exports to the EU, as well as to the rest of the world, as the effect of the global recession was fully felt. According to this report, CARIFORUM as a group saw the value of their exports to the EU decline by one third, with the OECS as a whole demonstrating a 55% decline. Only Trinidad & Tobago experienced an export boom the global recession, particularly attributable to a nearly two-and-a-half times increase in the price of liquefied natural gas (LNG) from January 2010 to April 2012, rather than any change in market access as a result of the EPA. According to the IMF data, Trinidad accounts for 59% of the total CARIFORUM exports to the EU.

With respect to intra-regional trade, the opposite effect occurred. IMF figures show an increase from USD 5.33 billion in 2009 to USD 6.34 billion in 2013. The EPA review study reported significant increases in some CARICOM Member States' exports to the Dominican Republic, particularly from Trinidad & Tobago, Barbados and Belize. Similarly, exporters in the DR saw large increases in the CARICOM market, more than doubling the value of exports from 2007 to 2013, specifically USD 76 million to USD142 million.

Given the nature and state of execution of the CARTFund portfolio, and the sectors involved, it is difficult to attribute any significant changes in export values (positively or negatively) to CARTFund activities.

3.3. Progress Towards Achievement of Outcomes

In both the 2010 and revised log frame, the measure for "generation of momentum" was to be tracked by the following four outcome indicators:

- For EPA implementation: % of planned actions under the regional EPA implementation work plan completed (from 2010 onwards)
- For CSME implementation: % of required CSME actions identified in 2010 audit report implemented
- Number of CARTFund projects that are scaled up, or replicated or access additional funding
- ODA commitments recorded for CARIFROUM states

The degree to which the team could assess the extent to which outcomes have been delivered/are likely to be achieved was problematic. The annual project reviews prepared by DFID Caribbean, using information provided by CDB, did not include reporting on results at the

outcome level – these reports were output focused and there was no information provided to compare planned vs. actual results. For the entire duration of the project, although there were milestone targets for outcome indicators, these were not reported against.

3.3.1. EPA And CSME Implementation

The intended source of verification for the CSME and EPA implementation were CARICOM EPA Unit Annual Reports and CARICOM's CSME Audit reports. While the evaluation team was provided with the EPA Roadmap (2009), of the documentation provided, there were no reports from the CARICOM EPA unit, which itself was a recipient of a CARTFund grant. However, the 2014 study prepared for the EU on EPA implementation concluded that although the Regional Roadmap had been developed, it was not clear how much it has guided implementation efforts "on the ground".¹⁶ The report noted that, while the Roadmap had been used as a reference point and planning tool for the national EPA Units, the Roadmap was considered to be a background document whose usefulness has largely been overtaken by efforts "on the ground" at the national level. The team was not able to quantitatively assess the extent to which the roadmap targets were achieved from this report, as the report described progress towards implementation of the entire EPA Agreement, as opposed to the Roadmap itself.

It is the view of the evaluation team that both the purpose and the targets associated with the project outcome indicators were wildly ambitious given the resources of the CARTFund and its sphere of influence. An outcome indicator should define targets that can be directly attributable to the implementation of the project – in this case, it was expected that as a result of CARTFund by 2014-2015, 75% of the planned actions under the EPA implementation framework would be met. Given the scope of the Roadmap and the estimated cost of implementing the RPTF recommendations alone, it was not reasonable to attribute to CARTFund the achievement of such a large proportion of planned actions, given the known capacity deficiencies and resource needs. The 2011 review of the logical framework makes this case, and recommended the revision of these targets to more realistic levels. It is interesting to note that the CSME implementation targets were significantly more modest – the proportion of required CSME actions expected to be achieved as a result of CARTFund were only 30% above the baseline value. It is not clear why there was this difference in expectations.

Regarding CSME reports, during the evaluation period, the team was not provided with the relevant verification documents and it was difficult to locate publicly available information on CSME implementation. The evaluation team was provided with a 2012 report under the auspices of the CARICOM Trade and Competitiveness Project. The report assessed the level of compliance by countries with the 5 CSME regimes. The report indicated that the CSME was operating at about seventy-one percent (71%) overall level of compliance. With respect to the individual regimes, the levels of compliance as at 2012 were: Free movement of services - 49%; Right of establishment – 72%; Free movement of skills – 83%; Free movement of goods – 76%, Movement of Capital – 73%.

¹⁶ B&S Europe and LINPICO. MONITORING THE IMPLEMENTATION & RESULTS OF THE CARIFORUM–EU EPA AGREEMENT (Final Report- September 2014).

During the review and finalization of the evaluation report, the evaluation team was later provided with a summary matrix of “Key elements and outstanding actions” prepared by the CARICOM Secretariat, dated March 2014. The information provided was more up to date than the 2012 report and showed progress towards implementation of all regimes and identified outstanding actions, many of which had been identified as potential opportunities for CARTFund support. As at 2014 some areas in which implementation were still outstanding included the establishment of National Competition Commissions, Legislative harmonization (e.g. Sanitary and Phytosanitary and Competition Law), and activities to do with the Free Circulation of Goods and Free movement of Skills. It was difficult to reconcile precisely what role CARTFund operations had contributed to the activities described.

While this information in both documents might be useful generally to assess momentum of CSME implementation, for the purposes of assessing the CARTFund it is not the same measure as the CARTFund indicator. Furthermore, it is difficult to use as a proxy indicator because it encompasses activities undertaken prior to CARTFund and with resources other than the CARTFund's.

3.3.2. Scaling Up and Replication of CARTFund Projects

The evaluation team was also unable to confirm the number of projects that have been scaled up, or replicated, or have accessed additional funding—none of the CDB supervision documents provided any specific details on actual achievement of scaling or replication. The last CARTFund Annual Review noted there had been “progress made to date on getting complementary or follow-on support for some CARTFund projects from other funding sources. As this indicator is not reflected in the DMFs of the individual projects, it is not reported consistently by beneficiaries.

The evaluation team was advised however, due to the positive experience of the CDB-administered CARTFund Trust Fund, that in 2013 The European Union and the Caribbean Development Bank (CDB) signed two Agreements totalling USD 9 million to support EPA and CSME implementation. The "CSME Standby Facility for Capacity Building" and The "EPA Standby Facility for Capacity Building" seek to provide resources for national capacity building and strengthening of the administrative capacity of CSME and EPA implementation units. Some beneficiaries indicated during interviews that they had applied to the facility. The team was advised that there were 36 approved projects under both facilities but was not able to confirm how many of these are directly attributable as scaled-up or replicated CARTFund projects.

Nevertheless, project reporting and anecdotal evidence from the field missions indicate that 6 (six) CARTFund beneficiaries have received funding in addition to the initial commitments, and CARTFund itself was instrumental in building the capacity of some agencies to scale up activities, such as CARICOM Regional Organisation for Standards and Quality (CROSQ) and both the St. Lucia and Jamaica Coalitions of Service Providers. The St. Lucia Coalition of Service Industries received funding from the CSME Standby Facility, while the Jamaica Coalition of Service Industries successfully mobilized grants of USD 500,000 from the Compete Caribbean Programme to support efforts to develop and expand the Information and Communication Technology and Business Process Outsourcing (ICT/BPO) industry and a USD 249,000 grant to support implementation of the Medical Tourism and Health and Wellness strategy. CROSQ has received funding under the 10th European Development Fund (EDF) to certify seven laboratories,

building on the anticipated certification of three laboratories through its CARTFund grant. Other countries such as Dominica, St. Lucia and Suriname have been able to access funding for laboratory accreditation after self-assessments were undertaken through the CARTFund project. Caribbean Export received funding under the 10th EDF to undertake trade show participation at the ANUGA trade show in Germany for agro-processing firms. They also received EUR 200,000 from the ACP-EC TBT program to finance a Regional Market Access Capacity Building Program focused on food safety.

On the public sector side the Antiguan and Dominican governments have taken over funding their EPA Unit (Antigua) and National Services Coalition (Dominica). On the private sector side, at least one firm that participated in the BPSA Proposal Hub successfully applied to Compete Caribbean for funding under the Enterprise Innovation Challenge Fund. While it might be slightly difficult to put a precise number to this indicator, it is clear that CARTFund did have a catalytic effect that facilitated some further investments in their beneficiaries by other agencies.

3.3.3. ODA Commitments

This indicator suffers from the same attribution issue as the impact indicator of increased exports. As at 2013, CARIFORUM countries were committed to receive USD 58.48 million in Aid for Trade contributions for the specified sectors. This amount realized is USD 9.2 million less than the USD 67.7 million target. It is not clear how this target was established, and CARTFund has no control over the achievement of this result. Additionally, it is reasonable to assume that there would be a significant lag before donor approvals could actually be attributed to CARTFund successes. Although the target was not met, this should not be interpreted to be a failing of the CARTFund. It was however, not a useful indicator to assess CARTFund performance, particularly at the outcome level.

3.4. Progress Towards Achievement of Outputs

The three project outputs were:

1. Private Sector oriented initiatives for EPA implementation supported
2. Regional and national public structures and processes strengthened in recipient countries/ agencies for EPA and regional and sub-regional implementation
3. CARTFund Mechanism publicized and lessons shared

The achievement of Outputs 1 and 2 hinges on the extent to which public and private projects were performing at a satisfactory or better level as assessed by CDB. The outputs also seek to show where CARTFund projects may have had significant social and gender impacts. A specific indicator for Output 2 was 'Number of EPA Plans under implementation'.

The output indicators were disaggregated for those projects considered as public sector and those considered private sector oriented projects. Chapter 4 examines the CARTFund portfolio of individual projects in more detail and explains the distinction between projects designated as 'public sector EPA and CSME projects' and those designated as private sector oriented CARTFund projects.

Generically the output indicators were:

- The value of CARTFund private and public projects assessed by CDB as satisfactory or better
- The number of CARTFund private and public sector projects assessed by CDB as satisfactory or better

For purposes of this indicator, the CDB and DIFD have reported 'value' as the sum of approved project amounts for satisfactory projects. The rating system used was developed by CDB and is consistent with the Bank's Technical Assistance Policy and Operational Strategy. The overall rating is based on separate assessments of four main evaluation criteria:¹⁷

- Relevance
- Achievement of Objectives
- Delivery of Inputs and Conduct of Activities
- Quality of Outputs

Based on the data provided to January 2015, the private sector projects have performed better relative to the expected targets while the public sector projects have performed worse. Of the 17 private sector projects approved 14 were assessed to be satisfactory or better. Private sector projects exceeded targets for both the number of satisfactory projects and the approved project values. However, the figure is somewhat complicated by supplemental grants valuing USD 1.56 million recently approved to four private sector projects (2 satisfactory and 2 highly satisfactory at the time of approval) at the end of 2014, for activities to be completed by June 2015. If these subsequent additional allocations are taken into account, the extent to which the private sector targets were met increases tremendously. These resources were reallocated from unsatisfactory projects that were terminated or un-utilized balances from completed or nearly completed projects. On the other hand, the public sector projects have missed targets for both number of satisfactory projects and approved project values. Of the 15 public sector projects approved, slightly more than half were assessed as performing satisfactory or better.

In the view of the evaluation team, the output indicators are problematic for a few reasons - as an end of project output, satisfactory 'progress' and approved amounts are not reflected of final end states. The evaluation team would argue that a better measure of 'value' would be the disbursed amount as this better reflects the value of the project as actually implemented.¹⁸ While the values of the approved satisfactory and better projects are USD 6.12 million and USD 4.26 million for private and public sector projects, respectively, the disbursed amounts are at the time of this evaluation were or approximately 16% less than the committed value of satisfactory or better rated projects. The log frame does not specify completed projects, so there may be 'satisfactory' projects that will not be completed at the end of the project, and the satisfaction ratings did change over time. While use of approval vales as interim milestones could have been used for monitoring progress, as an end of project output indicator it is not a strong indicator of a final result. Table 5 presents a summary of these two approaches.

¹⁷ The evaluation team questioned the extent to which the rating system reflected project performance and was suitably applied for its stated purpose. This is discussed in Chapter 6.

¹⁸ It also eliminates the incentive to approve high budget projects to meet the target.

Table 5: Values of Satisfactory or Better Projects

Project type	CARTFund Portfolio		Projects Performing Satisfactory or better		
	Approved #	Approved Amount US\$	#	Approved Amount US\$	Disbursed Amount US\$
Private	17	6,640,307	14	6,123,388	4,978,989
Public	15	7,771,990	8	4,257,186	3,695,262
Total	32	14,412,297	22	10,380,574	8,674,251.5

A more meaningful indicator would have taken into account the number of projects completed by the end of the Program and a satisfaction rating reflecting results/objectives achieved. At the time of the evaluation, only five projects have been completed – three private sector oriented and two public sector. Using this indicator the picture changes significantly. Table 6 presents this picture.

Table 6: Values of Satisfactory or Better Completed Projects

Project type	Completed Projects performing satisfactory or better		
	#	Approved Amount US\$	Disbursed Amount US\$
Private	3	645,629	551,602
Public	2	693,889	658,1396
Total	5	1,339,518	1,209,732.73

Public sector targets for EPA plans under implementation were reportedly met, however third party reporting, particularly from beneficiary agencies, contradicts this. From the project documentation reviewed, there is evidence that implementation plans were prepared for 8 countries – Antigua, the Bahamas, Belize, Dominica, Grenada, St. Lucia, St. Vincent, St. Kitts and. CARTFund provided support to five countries' EPA units - Belize, Grenada, Antigua, St. Vincent, Haiti and St. Kitts. It is not clear which countries are counted as the five reported under implementation, particularly as both Haiti and St. Kitts' projects were terminated. The EU EPA implementation study reported that only Grenada and Antigua's plans are in use. Belize and St. Vincent were reported under development while Dominica's was only completed, but not in use.

A feature of the updated logical framework provided in the first amendment in the Administrative Agreement was the incorporation of specific fund-wide targets for the number of sub-projects that featured "major" or "minor" social or gender impacts. These indicators (1.3 and 2.4) applied specifically to the two overall categories of projects, EPA/CSME implementation support and private sector beneficiary projects. These indicators were determined on the basis of subjective assessment of long-term impacts as documented in the project appraisal documents. There was never an overarching policy or strategy regarding gender or social

impacts of projects supported by CARTFund beyond the indicators provided in the updated logical framework. The last Annual Review reported that these targets were exceeded by the private sector projects but missed by the public sector projects. However the extent to which this measure is meaningful or explains the impact on CARTFund on these considerations is doubtful.

Table 7: Social/Gender Impacts

Expected social/gender impacts	Private sector oriented projects		Public sector EPA/CSME projects	
	Target (2013-14)	Achieved (2013)	Target (2013-14)	Achieved (2013)
Major weighting	10%	17%	10%	3%
Minor weighting	65%	82%	65%	97%

3.4.1. CARTFund Mechanism Publicized and Lessons Shared

The third output was reported as 79 articles and knowledge products on CARTFund published/disseminated and 15 public events highlighting CARTFund progress and successes. The team was provided with a list of knowledge products prepared under CARTFund projects, which is provided in Annex E. These included outputs delivered under the technical assistance paid for by CARTFund including manuals, question and answer sheets, presentations, information sheets, studies, sector profiles, brochures, model legislation, videos, etc. These would have been distributed to the various stakeholders of the individual projects and in some cases shared more widely on line. The list also references events, newspaper articles, TV and radio interviews.

Based on the wording of the logical framework, it is not clear that these project deliverables constitute “knowledge products on CARTFund published and disseminated,” rather they are knowledge products by CARTFund (or on EPA/CSME implementation using CARTFund resources). The imprecise wording and the lack of clear documentation as to what was being counted/categorized makes it very difficult to independently assess the extent to which the results reported satisfied the intent of measuring this output. From the project logic, the point was to facilitate a demonstration effect and to attract other resources to scale up and replicate. In the evaluation team’s view, this would imply that more analytical knowledge products about CARTFund results and experiences would have been prepared both by the beneficiaries and by CARTFund itself through CDB or other external PR/technical service providers. While this is not to discount the quality or relevance of the materials, our inability to fully assess how it contributed to the expected results represents the challenge that the team faced in having to undertake analysis of raw data, which should have been a function of the administrative management of the basket fund.

3.4.2. Challenges in Assessing Project Outcomes

The team was not provided with any summary documents that aggregated the results from the project level to demonstrate generation of momentum of EPA and CSME implementation. The exception was changes/increases in exports, which were included as indicators in many of the projects’ DMFs. In some cases there was a direct correlation between CARTFund activities and expectation where this result could have materialized, such as those projects that supported trade show participation, market studies, and development of export plans. For others, the links

were more tenuous. Even though this was included as an indicator, this was reported on in only a few instances.

The monitoring and evaluation of the individual projects was significantly challenged by the projects' DMFs themselves. These were the individual logical frameworks for each approved project. The DMFs were reviewed and redesigned by a consultant in 2011. The purpose of this revision process was to enhance the results targeting and tracking of individual projects, making the portfolio overall more results-based. However, in the view of the evaluation team, on reviewing a sample of the original and revised DMFs, the revised frameworks were overly complicated and more difficult to implement and report against than the originals. As such, the team believes that the DMF revision process was largely ineffective, as it complicated reporting and did not enhance the precision with which results were targeted.

The main issues, as illustrated by examples from one DMF were:

- Expected results appeared to be unrealistic, either in terms of the timeframe within which the results were to be achieved, or the success rate expected (e.g. BPSA membership increases to reflect approx. 90% of all registered private sector businesses in Barbados by March 2012).
- The indicators demanded significant baseline assessments against which to measure progress or change, and there was nothing in the documentation reviewed, or during the interviews that suggested that these baseline surveys/data collection or follow up assessments were done for most projects.
- Some indicators were imprecisely structured leaving open to interpretation; or were not measurable (e.g. "timely compliance with the requirements of various agreements").
- Some indicators had targets that were both unrealistic and practically un-measurable (e.g. 100% of private sector operators in Barbados recognize BPSA as the official voice of the private sector by March 2012).
- Some quantitative indicators were missing targets (spaces blank).
- The data sources were often inappropriate or unrealistic (e.g. Central Bank statistics to show increase in total exports of individual BPSA beneficiary firms).
- Outputs and outcomes were interchangeable in some DMFs (For example, one outcome statement was "Enhanced capacity of the Barbados private sector to access funds available compared with output statement" while the output statement was "capacity established within the private sector to access technical assistance resources from donor funded projects". There seemed to be some confusion as outcome and output results levels.
- The capacity requirements to undertake baseline and post-project assessments of the results would likely have stretched the beneficiary agencies to collect and analyse the required data.

In the case of the project from which the examples were drawn, the scope and scale of the project—for example, USD 190,655 provided to build capacity of private sector firms to develop proposals to secure donor funding—would not have warranted those expected results or the level effort required to report against such complex indicators. There was no provision in project budgets for end of project evaluations, neither were there internal resources within the CDB to undertake this function. The evaluation team was advised that the Steering Committee allocated resources to support preparation of Project Completion Reports, however these were not yet completed or available for review by the evaluation team. This allocation was made

once it was recognized that the beneficiaries were struggling to meet the requirements of results-focused reporting, and was not part of any original implementation plan to individual grants nor a programmatic approach.

CARTFund was significantly hamstrung by a lack of specialized monitoring and evaluation support to both develop more appropriate DMFs, and to support the beneficiaries in their reporting and to engage in portfolio-level analysis and results reporting. The attempt to review and adjust the CARTFund log frame to better capture more specific results was a missed opportunity which could have enhanced the analysis of this evaluation exercise.

The next chapter attempts to develop a picture of how the portfolio contributed to EPA and CSME implementation, based on activity-level reporting by the projects and the stakeholder interviews. More specifically, it seeks to assess more qualitatively the extent to which the CARTFund Portfolio is consistent with the intended impacts and objectives of the CARTFund, outside of the framework of the program logframe, by examining the portfolio in more detail.

4. THE CARTFUND PORTFOLIO AND ITS EFFECTIVENESS

This chapter presents the portfolio of CARTFund at the current time, which includes projects at varying stages of implementation from vintages across the fund's lifetime. It also provides details on the specific impacts at the project level at an aggregate level.

4.1 CARTFund Project Portfolio

At the end of January 2015, CARTFund had engaged grant agreements with 32 sub-projects throughout the Caribbean. Of these 32 sub-projects, seven provided support to regional organizations while the remaining 25 provided direct support to national entities. Table 8 summarizes the portfolio in chronological order of approval, while Annex D provides more detail on each project's status as of the evaluation.

Table 8: Summary of CARTFund Sub-projects

Ref. ¹⁹	Project Description	Total Amount ²⁰ (USD)	Country	Recipient	Sector
Ant1	Support for the Establishment of a Unit to Facilitate Implementation of the CARIFORUM-EC EPA, Antigua and Barbuda	363,361	Antigua and Barbuda	Office of the National Authorising Officer, Ministry of Finance, the Economy and Public Administration	Public
Barb1	Barbados Private Sector Project Proposal Hub	190,655	Barbados	Barbados Private Sector Association (BPSA)	Private
Barb2	Barbados Private Sector Communications Enhancement Project	170,725	Barbados	Barbados Private Sector Association (BPSA)	Private

¹⁹ Note that these reference numbers are used throughout the remainder of the report in graphs.

²⁰ Includes additional commitments made to projects in excess of the original commitment, as discussed later in the chapter.

Ref. ¹⁹	Project Description	Total Amount ²⁰ (USD)	Country	Recipient	Sector
Bel1	Enhancing the Capacity of the Directorate of Foreign Trade, to Promote the CARICOM Single Market Economy (CSME) and the EPA and Facilitate their Implementation - Belize	439,646	Belize	Directorate of Foreign Trade (DFT) , Ministry of Foreign Affairs and Foreign	Public
Bel2	Strengthening the Belize Coalition of Service Providers	277,906	Belize	Directorate of Foreign Trade (DFT) , Ministry of Foreign Affairs and Foreign	Private
Bel3	Strengthening the Capacity of Belize Trade and Investment Development Service	223,503	Belize	BELTRAIDE	Public
Dom1	Implementation of the Dominica National Export Strategy	561,780	Dominica	Ministry of Employment, Trade, Industry and Diaspora Affairs	Public
Dom2	Dominica Coalition of Service Industries	347,667	Dominica	Ministry of Employment, Trade, Industry and Diaspora Affairs	Private
DR1	Providing Trade Facilitation by Implementing a Single Window Facility – Dominican Republic	465,073	Dominican Republic	General Directorate of Customs of Dominican Republic	Public
DR2	Supporting the Export of Oriental Vegetables in the Dominican Republic	519,469	Dominican Republic	Junta Agroempresarial Dominicana Inc.	Private
Gren1	CARIBCERT - Grenada	242,115	Grenada	Grenada Hotel and Tourism Association Limited (GHTA)	Private
Gren2	Support for Grenada’s EPA Unit to Facilitate Implementation of the CARIFORUM-EC EPA	443,573	Grenada	Office of the NAO, The Ministry of Finance	Public

Ref. ¹⁹	Project Description	Total Amount ²⁰ (USD)	Country	Recipient	Sector
Gren3	Improving the Business Climate for the Marine and Yachting Sector in Grenada	347,152	Grenada	Marine and Yachting Association of Grenada Incorporated	Private
Gren4	Increasing the Value Added to Nutmeg in Grenada	451,213	Grenada	The Grenada Industrial Development Corporation	Private
Guy1	Single Window Automated Processing System (SWAPS) for Trade Transactions in Guyana	874,500	Guyana	National Competitiveness Strategy Unit (NCSU), Ministry of Tourism, Industry and Commerce (MINTIC)	Public
Guy2	Establishment of the Competition and Consumer Protection Commission of Guyana	746,225	Guyana	National Competitiveness Strategy Unit (NCSU), Ministry of Tourism, Industry and Commerce (MINTIC)	Public
Hai1	Strengthening Haiti's Institutional Capacity to Implement the CARICOM Single Market and Economy and CARIFORUM-EU EPA	291,720	Haiti	Bureau de Coordination et de Suivi Des Accords de la CARICOM, de l'OMC et de la ZLEA	Public
Jam1	Improving CARICOM Market Access for Jamaican Goods and Services	217,389	Jamaica	The Private Sector Organisation of Jamaica Limited (PSOJ)	Private
Jam2	Operationalising the Jamaica Coalition of Services Industries (JCSI)	691,753	Jamaica	Jamaica Promotions Corporation (JAMPRO)	Private

Ref. ¹⁹	Project Description	Total Amount ²⁰ (USD)	Country	Recipient	Sector
Reg1	Support for the Establishment of a Unit to Facilitate Implementation of the CARIFORUM-EC Economic Partnership Agreement (EPA), in the Caribbean Community (CARICOM) Secretariat	1,647,265	Regional	CARICOM Secretariat Guyana	Public
Reg2	Processed Food Sector Development – The Specialty Food Industry of the CARIFORUM Member States	1,568,495	Regional	Caribbean Export Development Agency (Caribbean Export) Barbados	Private
Reg3	Development & Promotion of the Caribbean Health and Wellness Tourism Sector	987,063	Regional	Caribbean Export Development Agency (Caribbean Export) Barbados	Private
Reg4	EPA Manual and Awareness Building Programme for the Caribbean Tourism Sector	108,875	Regional	Caribbean Hotel Association (CHA) Barbados	Private
Reg5	CARICOM Development Fund (CDF) Capacity Development Project	500,000	Regional	CARICOM Development Fund Barbados	Public
Reg6	Strengthening the capabilities of testing laboratories in the Caribbean to reduce technical barriers to trade	522,401	Regional	CARICOM Regional Organisation for Standards and Quality (CROSQ) Barbados	Public
Reg7	Enhancing the participation of nationals in the Freedom of Movement in the CSME (Making CSME Work for Artisans and Domestic)	244,987	Regional	Caribbean Policy Development Centre Inc. (CPDC)	Public
SL1	Developing St. Lucia's Services Sector	657,603	Saint Lucia	Saint Lucia Coalition of Service Industries Incorporated	Private

Ref. ¹⁹	Project Description	Total Amount ²⁰ (USD)	Country	Recipient	Sector
SKN1	Support for the Establishment of an Economic Partnership Agreement (EPA) Implementation Unit in St. Kitts and Nevis	219,140	St. Kitts and Nevis	Ministry of International Trade, Industry, Commerce and Consumer Affairs	Public
SVG1	Support for the Establishment of an EPA Implementation Unit in St. Vincent and the Grenadines	228,816	St. Vincent and the Grenadines	Ministry of Foreign Affairs Commerce and Trade,	Public
Sur1	Increasing the Carib Community's Contribution to, and the Added-Value of, Suriname's Tourism Product - Developing A Model for Increased Economic Participation by Indigenous Communities	403,590	Suriname	Inter-American Institute for Cooperation on Agriculture (IICA) Costa Rica	Private
TT1	The European Union (EU) Market Access Documentaries	366,029	Trinidad and Tobago	Trinidad and Tobago Coalition of Services Industries	Private
TT2	Development of Sustainable Exports to the EU under the EPA	650,848	Trinidad and Tobago	Business Development Company Ltd.	Private

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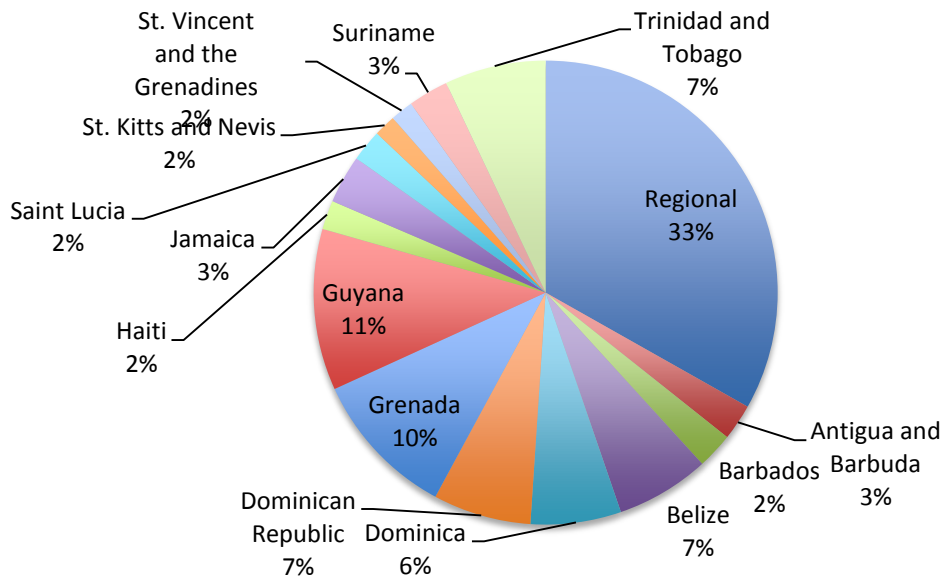
These projects fell into two distinct categories, as specified in the amended Administrative Agreement. The first of these categories was public sector projects, specifically those that provide support to the implementation of EPA and CSME within government ministries and related agencies. The other category was private sector projects, which included support to business coalitions and other private sector stakeholders through direct grants. The breakdown is shown on Table 9. The team however, identified some projects identified as public sector projects that though implemented by public sector agencies had significant tangible private sector benefits to firms or sectors (e.g. Implementation of the Dominica National Export Strategy and Strengthening the Capability of testing laboratories to reduce TBTs).

Table 9: Public/Private Sub-Project Cross-Section

	Count	Initial Commitment (USD)	Median Grant Size (USD)
Private	17	6,640,307	443,573
Public	15	7,771,990	347,152
Total	32	14,412,297	364,695

In terms of regional distribution, seven sub-projects provided multi-country support by providing grants to regional institutions. The remaining 25 projects were spread throughout 14 countries. Only the Bahamas received no nationally focused grants. Figure 6 summarizes the geographic distribution of CARTFund initial commitments by volume.

Figure 6: Geographic Portfolio Distribution by Volume



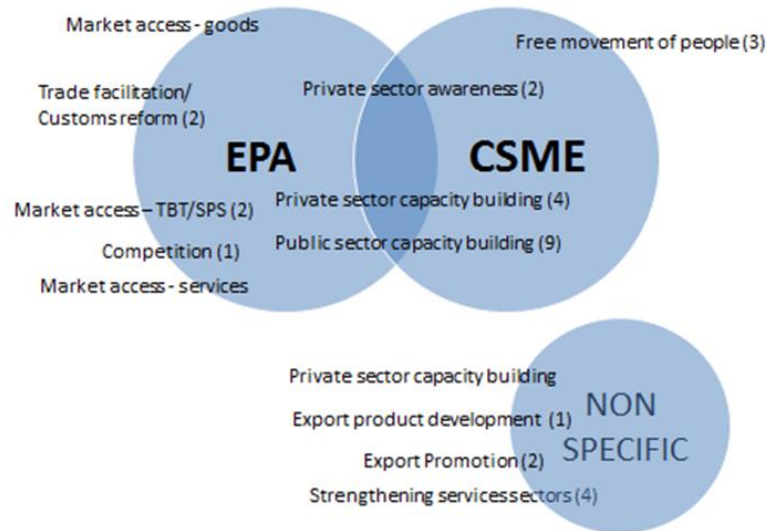
Based on the team’s analysis of the portfolio of approved projects, it could be further disaggregated into categories organized by major focus. Table 10 depicts these major focus areas.

Table 10: CARTFund Project Categories

	Major Focus	Country/Beneficiary
Public Sector	EPA and CSME Implementation: Public Sector Institutional Strengthening/Capacity Building	Regional - CARICOM Regional - CDF Antigua and Barbuda – EPA Unit Belize – EPA/CSME Unit Grenada – EPA Unit St Kitts & Nevis – EPA Unit St. Vincent & the Grenadines – EPA Unit Haiti-CSME/EPA Unit
	EPA - Trade Facilitation and Customs Reforms	Dominican Republic – General Directorate of Customs Guyana - MINTIC
	EPA – Competition Reforms	Guyana - MINTIC
	Export Promotion – Non specific	Belize - BELTRAIDE Dominica -METIDA
	Development of Services Sector – Non specific	Belize - BCSI Jamaica- JCSI
	EPA - Market Access – TBT/SPS	Regional - CROSQ
Private Sector	EPA and CSME Private Sector Awareness	Barbados - BPSA Jamaica - PSOJ Regional - CHA
	EPA Market access – Services	Trinidad - TTSCI St. Lucia – SLCSI
	Export Promotion and Market Access – CSME, EPA and Non specific	Regional - CEDA Trinidad - ExporTT Grenada-GIDC
	Services Sector Development - Non specific	Regional - CEDA
	Services Sector Product Development – Non Specific	Grenada -MAYAG Suriname – IICA
	Free Movement of People	Grenada - GHATA
	EPA - Market Access – TBT/SPS	Dominican Republic - JAD
	Private Sector Capacity Building (non-Specific)	Barbados - BPSA

When the projects are mapped, it becomes clear that the portfolio is more heavily weighted towards projects supporting implementation of the EPA. Figure 7 maps the public sector portfolio against the specific agreement each project seeks to address. While there are also areas of overlap, such as capacity building and awareness raising, there also appear to be a few projects that are not specific to either trade agreement, but which support the development of the private sector or of services product development generally. While it may be argued that any project that enhances the ability of firms to supply goods and services is compatible with the aims of the CARTFund, the team would argue that financing these types of projects diffuse the overall impact of the Fund.

Figure 7: Mapping of CARTFund Portfolio



Based on an analysis of the nature of the approved projects, portfolio mapping and review of documentation provided by CDB, there are some distinct thematic areas in which the CARTFund can be seen to be contributing to EPA and CSME implementation. The analysis below summarizes the key aspects of EPA and CSME implementation that were addressed by the CARTFund, with examples. Where external corroborating evidence has been found, this has been included. The analysis is presented with the following caveats:

- the evaluation team does not assess the quality or the sustainability of the interventions. The activities reported are based on “Status of Approved CARTFund Projects” reports submitted by CDB, and supplemented in some instances by interviews with project personnel. In the team’s view, there appeared to be inconsistencies between the satisfaction ratings provided by CDB and the description of the achievement of the projects’ outputs and outcomes as reported against the DMF indicators – i.e. the team could sometimes not reconcile the satisfaction ratings given with the results reported. The team accepts it does not have access to sufficient information on which it can comprehensively report on the current status or quality of projects.
- Not all the projects are completed and the majority is still listed as being under execution, although it appears that many have not recently undertaken any new activities within the last year.

4.2 Contribution of CARTFund to EPA Implementation

From a birds-eye view, and in keeping with the nature of the projects approved, the major contribution of CARTFund is to EPA implementation, compared with CSME. This is not surprising, given the longer history of CSME implementation and the novelty of the EPA. The main areas of intervention are concerned with:

- supporting the preparation and implementation of EPA implementation plans
- developing legislation to comply with the EPA; and

National EPA Implementation Units and Action Plans:

CARTFund resources were provided both at the national and regional levels to support EPA implementation, through the CARICOM Regional EPA Unit and National EPA Units. CARTFund provided critical input into the establishment of the CARICOM regional EPA unit and four national EPA units in the Eastern Caribbean and Belize (a shared EPA/CSME Unit). One was also established in Haiti, but support was ultimately terminated, as was support for the unit in St. Kitts and Nevis. CARTFund supported the hiring of staff and technical assistance to kick-start the work of EPA agencies.

The CARICOM Regional EPA Unit supported national consultations and/or validation workshops in 8 states resulting in national EPA plans for Antigua and Barbuda; Bahamas; Belize; Dominica; Grenada; Saint Lucia; St. Vincent and the Grenadines and St. Kitts and Nevis; and provided resources to lead the development of plans for 4 other countries.

Stakeholders interviewed however, presented the view that CARTFund could have facilitated prioritization of EPA implementation activities prior to agreeing to finance national activities. Additionally in some countries there was a deficit of high-level leadership. Some EPA implementation unit support projects were described as overly optimistic and in the long run, not sustainable. The unit in Grenada was reported closed in 2013, while the EPA Unit in St. Kitts was consistently reported as performing unsatisfactorily (despite reportedly completing an implementation plan and being the only country to enact EPA-compliant legislation). Antigua however, was held up as a success story. EPA implementation issues have now been incorporated into the work plan of key ministries and departments of government and it is now fully publicly financed. Other examples of work undertaken include completion of preparatory work to introduce a second set of tariff cuts (St. Kitts).

According to the EU-funded Report on the Implementation of the EPA, CARTFund, along with the GIZ “...played a critical role both in providing start-up funds to establish the Units” particularly operational funds. This support however, was perceived by stakeholders to be inadequate to the challenge of implementation. This highlights the gap between the needs and the available committed resources. Moreover, the report noted, reliance on donor funding has made the EPA Units vulnerable to delays in aid programming, which in turn limits their effectiveness. Similarly, the Regional Unit also has resource constraints and has no dedicated funding. While CARTFund support was critical, and in some cases catalytic, it was provided within a scenario of limited regional, national and other donor resources to sustain their operations as well as variable political commitment, which limited the effectiveness of these interventions.

Legislative Reform:

Legislative work was undertaken at both the regional and national level. At the regional level, the CARIFORUM EPA Unit presented seminars and briefings for trade officials, legislative drafters, and Attorneys General relating to implementation of the EPA compliant legislative framework. The unit also facilitated the review of the laws of six English-speaking CARIFORUM states related to prevention of corruption, maintenance of core labour standards and occupational health and safety standards.

Matrices listing the obligations set out in the EPA, the legislative provisions which address the obligations, gaps, the scope of the gaps and the legislative intervention required were completed for Dominica, Guyana, Jamaica, Saint Lucia, Trinidad and Tobago, Barbados and Antigua and Barbuda, Draft amendments to address gaps in the anti-corruption legislative framework were prepared for Antigua and Barbuda, as well as assistance with the legislative intervention required for ILO compliance with core labour standards.

Eight model bills were prepared via a consultative process²¹ with the states, including:

- Model International Maritime Transport Services Bill
- Professional Services Bill
- Telecommunications Services (Regulatory Authority) Bill
- Telecommunications Services (Interconnection) Bill
- EPA Implementation Bill
- Immigration (Temporary Stay of EU Services Suppliers) Bill
- Occupational Safety and Health Bill
- Corruption Prevention Bill

At the national level, EPA-compliant legislation was drafted or enacted in Grenada, Antigua and Barbuda, St. Kitts and Nevis and St. Vincent and the Grenadines. In St. Vincent and the Grenadines, an assessment of the EPA-compliant legislation status quo has been completed selected priority legislation drafted.

While the CARTFund has provided significant support in the drafting of legislation, it is up to the political directorate to enact them. Despite significant CARTFund-supported activity in this area, backlogs/delays within national Parliaments and Cabinets, overwork and weak capacity of the chambers of the Chief Parliamentary Council were significant bottlenecks. As a result, despite the plethora of new legislation and amendments drafted under CARTFund, only St. Kitts has actually enacted the legislation.

Technical Barriers to Trade:

To a limited extent, CARTFund also contributed to other areas of EPA implementation such as addressing Technical Barriers to Trade/Sanitary and Phytosanitary Measures. This was achieved through the support to the CROSQ towards the certification of three laboratories under the ISO17025 and the Junta Agroempresarial Dominicana Inc. in the Dominican Republic. Although none of the labs have been accredited yet, the satisfaction ratings and interviews with stakeholders suggest this is anticipated and should occur by June 2015.

²¹ The evaluation team understands that only St. Kitts enacted any legislation arising from this package.

With respect to the private sector, the main activity areas involved developing market intelligence and market access to the EU, with initial forays into the French Caribbean Overseas Region (FCOR) to improve market intelligence and a deeper understanding of the FCOR market. In Trinidad, a comprehensive guide on entering the FCOR market and market research findings were prepared and are widely available. ExportTT has established an FCOR Webpage with this material, seminar presentations from all the capacity building sessions; company case studies and the EPA Agreement, as well as a dedicated FCOR YouTube channel with videos of all training sessions. Firm representatives consulted during the evaluation recognized however, that penetrating this market will require investment of additional time and resources, and is not without challenges. However they have been provided with critical entry support that will enable them to pursue leads and capitalize lessons learned from the experience.

CARTFund also served to build awareness of the EPA within the private sector and supporting the development and export-readiness of professional and cultural/creative industries.

4.3 Contribution of CARTFund to CSME Implementation

4.3.1 Regime for the Free Movement of People

CARTFund supported activities could be seen to be advancing the regime for the Free Movement of People, which as was noted earlier, has been a continuing area of implementation weakness of CSME. Activities included building public awareness and understanding of requirements and processes for movement of certified persons, and facilitating the certification of persons. The two flagship projects where this issue is concerned were the Grenada CARIBCERT programme and the CPDC's "Enhancing the participation of nationals in the Freedom of Movement in the CSME. In the case of Grenada, tourism workers were certified which will facilitate cross-border recognition of hospitality skills. The CPDC project is raising media awareness and supporting domestic workers and artisans across the region to understand their rights under the regime and to facilitate the provision of support services in both the sending and receiving countries (Barbados, Guyana, Jamaica, St. Kitts and Nevis and Trinidad and Tobago). Under this project domestic workers, artisans, workers' organizations, employers' organizations, immigration departments, media representatives, national training agencies, service coalitions, contractors' organizations, employment agencies, representatives of the ILO, and civil society organizations have benefitted from increased awareness and understanding of the rights afforded to certified persons under the Revised Treaty.

Additionally, in Dominica, through the Services Coalition, over 200 persons have presented applications to have their skills and experience reviewed and recognized and awarded certification at the relevant Caribbean Vocational Qualification (CVQ) level in their skill area. These applications are yet to be assessed.

4.4 Cross Cutting Effects

There are areas of overlap in which the interventions will benefit both CSME and EPA implementation, such as improved awareness about trade agreements and trade issues, strengthened private sector capacity and export readiness at the firm level, strengthening of

Services Coalitions and strategic activities in the developing specific services sectors. These are discussed below:

4.4.1 Contribution of CARTFund Projects to Public Awareness of EPA and CSME implementation

CARTFund resources allowed for beneficiary agencies to increase public awareness about both trade agreements. This was most notably demonstrated in Antigua, Barbados and Guyana, and to a lesser extent, St. Lucia and Jamaica. CARTFund supported increased awareness of EPA at both the public and private sector levels. Under the project to support the CARICOM Regional EPA unit, seminars and briefings were provided to member states with respect to the legislative requirements of the EPA, and national dissemination workshops were conducted in all countries except the Dominican Republic. Private sector sensitization workshops have been held in Grenada, Jamaica, St. Lucia, Trinidad, and Belize.

The increased knowledge of trade issues generally, was especially seen in Barbados as a result of a focused communication project by the Barbados Private Sector Association (BPSA). This project stands out as one of the few highly rated, purely private sector driven projects in the portfolio. As a result of the project, the Barbados private sector has access to a wide range of general and sector-specific information, which reportedly is being used to inform resolution of trade disputes by Barbadian firms. The program utilized a range of media to disseminate information including newspaper, TV and radio interviews, and electronic newsletters. Through this project, The Barbados Private Sector Trade Team under the BPSA has become recognized as a primary resource on trade issues for the private sector.

Public awareness about the EPA was significantly raised in Antigua, through the extensive media outreach by the Antigua EPA Unit, which included several interviews with the Implementation Unit's Coordinator. The experience of Antigua was highlighted in ICTSD-ECDPM Trade Negotiations Insights – Volume 10 | Issue 1 – 'Moving forward with EPA Implementation Caribbean: the example of Antigua & Barbuda' - February – March 2011; (a good example of Output 3); and specific EPA issues such as 'Liberalization of telecoms sector, and 'Guidance on the Completion of Movement Certificate EUR 1 Form were highlighted. In Guyana, paradoxically, given the limited success of the Competition project, there was significant media coverage on competition policy and consumer protection issues. In St. Lucia, Jamaica and Belize awareness was raised about services through media coverage and in the case of Belize, the dissemination of a documentary about export of services. While there is no realistic way to gauge the public's change in understanding of the issues, it is reasonable to assume that given the breadth of the coverage in these countries, the public is now more aware and informed.

Two EPA-specific public awareness/knowledge products—(a) Taking Advantage of the Economic Partnership Agreement: A Handbook for the Caribbean Tourism Sector and; (b) the EU Market documentaries—should have had significant regional impact were deemed less than successful. However, the plethora of knowledge products prepared under CARTFund projects demonstrates that a significant volume of information and extremely wide range of knowledge products were prepared that informed stakeholders about specific provisions on the EPA as well as to support implementation activities. This should be acknowledged as a strong feature of the CARTFund.

4.4.2 Private Sector Capacity

CARTFund projects that engaged directly with the private sector provided significant benefits to individual firms in terms of building their capacity to export generally. The technical assistance provided to firms in St. Lucia and Trinidad in particular represented a systematic approach to build export readiness of firms and improve market intelligence, as did the interventions with agro-processors undertaken by CEDA. Mentoring was also provided to firms in Trinidad, which was acknowledged as being extremely valuable. Anecdotal evidence from consultations with private sector beneficiaries and executing agencies indicated the following effects:

Change in orientation from being a domestic supplier to becoming an exporter: Many firms and entrepreneurs, providing both goods and services but serving the domestic market, broadened their appreciation of their potential to operate outside of the domestic space, and have begun to actively seek external markets and clients. This occurred in St. Lucia and within the agro-processing sector. Service providers (e.g. management consultants) were able to envision serving a wider inter-regional market when they broadened their frame of reference, identified external clients and demands that they could fill and adopted a more focused and deliberate approach to promoting their services externally.

Optimizing Trade Show and Trade mission experience: Firms now understand the strategies and importance of optimizing trade show presence, and the value and effort in preparation. For firms that were already export-ready (particularly Trinidadian and larger/older agro-processing firms, the trade show and mission experience, and the pre-mission technical assistance provided were invaluable. Firms also now appreciate the challenges, but are more able to respond.

More strategic approach to become export ready: Firms and entrepreneurs reported that they were more deliberate in assessing their export readiness and developing strategies. CARTFund provided technical assistance to develop export and market entry plans. In Trinidad, 20 companies have developed and are in the process of implementing export action plans. With additional resources, ExportTT is deepening the provision of technical assistance to Trinidadian exporters to focus on the FCOR. Export development plans were prepared for nine firms in Belize.

In St. Lucia, 21 companies were provided with Technical assistance and 17 export development plans were prepared. Thirteen companies completed all steps and attended market visits financed by the project. The majority has reported important market linkages with ten companies either identifying or establishing strategic alliances during the marketing activities undertaken within the project. One firm that received technical assistance in St. Lucia has established a commercial presence in Canada.

Product quality improvements: By preparing for and participating in Trade Shows, agro-processors became more cognizant of quality imperatives for competitiveness in the export market. As a result, many firms became more aware of the need for quality systems, good manufacturing practices and third party certification. They also became more aware of the need to invest in higher quality packaging and labelling as well as collateral marketing materials for trade shows and other special events.

4.4.3 EU and CSME Market Access and Increase in Trade in Goods

CARTFund had a significant impact on private sector firms and entrepreneurs, particularly in Trinidad and St. Lucia, but also agro-processing firms across the region. The projects made some in-roads with respect to exploring market opportunities in EU markets, as well as markets in North America and the Caribbean region. CARTFund support was provided for trade missions from Trinidad to the French Caribbean including French Guiana, and to continental Europe; trade shows in North America and Europe for regional participants and market penetration missions in the Caribbean for firms from St. Lucia. With smaller markets and greater proximity, the foray into the French Caribbean served to provide a 'test case' or proving ground before exploring the Continental market. The level of support and results are indicated below. As there was no standard reporting of results for this category of projects the results could not be easily consolidated or rolled up.

Table 11: Market Access in Increase Trade in Goods Results

CARTFund Beneficiary	Event	Participants	Result
Trinidad and Tobago Services Coalition of Service Industries	Trade missions to Malta, Germany, France, The Netherlands and United Kingdom	3 Architects 3 Engineers 3 Entertainment Industry Professionals.	30 meetings; 60% assessed as having strong or fair prospects; 50% of the meetings were of high in value. The Entertainment firm secured performance contracts in 4 of 5 countries visited
ExporTT	Trade mission I: Martinique, French Guiana and Guadeloupe	14 companies	Confirmed orders totalled over US\$190,000.
	Trade mission II: Market penetration - Martinique, French Guiana, Guadeloupe	6 companies	Potential orders of over US\$1million.
	Trade Mission III	10 companies	Confirmed orders of US\$71,323 and projections for 2015 of \$1,638,879. 131 meetings were held and 85 leads were generated
Caribbean Export	Fancy Food Show 2011	22 participants (200 products showcased)	5 companies participating Fancy Food 2011 have increased their level of exports to the US with exports by between 1-100%. Cumulative increases in exports of agro-processed goods for the top regional exporting countries are Dominican Republic -5%; Jamaica - 9%; Trinidad and Tobago -21%; Belize - 7% Saint Lucia -52%.
	Fancy Food Show 2012	29 participants (225 products showcased)	
	SIAL Trade Show, France	15 participants (200 products showcased)	
	ANUGA Trade Show (Germany)	15 participants (150 products showcased)	

CARTFund Beneficiary	Event	Participants	Result
St. Lucia Coalition of Services Industries	Visits to 'best bet' markets	13 firms	13 companies reported three or more leads including potential partners, strategic alliances and clients. These leads are not likely to turn into specific business before 3 months after the market visit.

4.4.4 Trade in Services & Strengthening of National Services Coalitions

Under CARTFund, there was significant attention to activities that promoted trade in services generally, though some were EPA or CSME specific. Through the Regional EPA Unit, EPA Services work plans were developed for Antigua & Barbuda, Belize, Dominica, Grenada, Guyana, Haiti, St. Lucia, St. Vincent & The Grenadines and Trinidad & Tobago. CARICOM and CARIFORUM Mutual Recognition Agreements (MRAs) for architects were completed, and architects from Trinidad participated in trade missions to Germany, Malta, France and the United Kingdom. These missions were instrumental in the architects' gaining and understanding of the market for their services in the EU and the challenges for market entry, which are significant.

Strengthening of National Services Coalitions has been a significant achievement of the CARTFund to date. These coalitions were not organic in formation but were mandated by CARICOM. As a result support and enthusiasm have been variable across the region. Through CARTFund support for National Services Coalitions in Belize, Dominica, Jamaica, Trinidad and St. Lucia, some inroads have been made to put 'services' other than tourism on the policy agenda. Countries are establishing and supporting the development of service associations in such diverse areas as Audio-visual engineering, Building and Contracting, Management Consulting, Architecture and Massage Therapy. These associations join the more established professional associations that are mandated by law or for whom registration and certification is compulsory.

CARTFund projects undertaken by each of the national service industries had unique areas of focus. In St. Lucia, in addition to providing capacity building support to the nascent service associations, the SLCSI facilitated development of export capacity and regional market research and penetration. In Jamaica, significant public awareness was undertaken and the coalition has focused on the Health and Wellness and Management Consulting Sectors. In Belize support was for more foundational work on sector identification, prioritization and analysis, while in Dominica the emphasis was on skills certification.

4.5 Sectoral Impact of CARTFund

Through support to CEDA to build on their existing program to support the agro-processing industry, CARTFund will have contributed to developing the export potential of that sector, as mentioned earlier.

The impact of CARTFund, at a regional sector-wide level however, will also be equally seen in the Health and Wellness and tourism sectors. Several projects at national and regional level have resulted in developing the capacity of health and wellness service providers to enable

them to be recognized as providing a minimum quality of service. The sector is recognized as a potential growth industry as an adjunct to tourism but is largely unregulated and offers a range of price points and is variable in terms of quality. CARTFund resources have been used to support the coordination and cooperation of players in the industry and to promote national committees to develop and implement health and wellness industry policies and strategies. In Jamaica, the Health and Wellness Steering Committee was established and in Dominica, the Dominica Spa Health & Wellness Association (DSHWA) was established with the assistance of their respective national services coalitions. Through CEDA, materials have been prepared for regional use including A Spa and Wellness Regional Sector Development Strategy, Quality Manual for Spas, Guide to use of Spa Quality Manual and Development of Standards for the Regional Health and Wellness Sector – Quality Assurance Report.

In Jamaica, through CARTFund, spa and wellness industry owners and employees were sensitized to the importance the national voluntary standards for operations and staff. The Jamaica Services Coalition is working in conjunction with local partners to introduce internationally benchmarked standards to Jamaica's spas. In Dominica, massage therapists have been trained and certified to the ITEC Level 3 widely accepted in North American and European markets. Thirty-five massage therapists are also being trained and certified in Barbados, Belize, Dominica and Jamaica through the CEDA project. Spa operators have been trained and certified. Industry players, particularly the stand-alone spas, now appreciate the competitive benefits of certification on their marketability.

While the CEDA-managed project experienced some challenges, particularly their attempts to support the coordination of C-SWA (Caribbean Spa and Wellness Association). Nevertheless, significant foundation work has been done for the industry and lessons have been learned. The Government of St. Lucia is in discussion with the EU to finance the development of the Health and Wellness and three other services industries, while JAMPRO has received 2 grants from Compete Caribbean to continue work with the BPO and Health and Wellness Tourism sector.

With respect to tourism, CARTFund supported five projects that explicitly sought to enhance tourism. Two of these projects were regional, managed by CEDA, while the two others were nationally focused in Suriname and two Grenada. All of these projects performed well, and they yielded a variety of positive impacts for tourism. In the case of Grenada, the CARTFund support is paving the way towards a common tourism zone with St. Vincent and the Grenadines to facilitate trans-island yacht tourism. Other activities in Grenada have enhanced the profile and appeal of Grenada as an international yachting destination, and enhanced the quality standards for hotels. The regional projects yielded profile-raising materials for spa and wellness tourism service providers, and materials that educate these service providers on how to better access and attract foreign tourists in the context of EPA. The project in Suriname has helped to spread the benefit of tourism income to indigenous populations in the interior of the country.

One could conclude that strategically, the most significant impacts of CARTFund's interventions generally were:

- Improved public knowledge and awareness of both trade agreements
- Improving export readiness and orientation of firms, particularly for the regional and FCOR market

- Generating momentum on the recognition of the importance of services industries and changing the orientation of stakeholders (policy and entrepreneurs) towards a more service-export generally
- Generating momentum on the development of the Spa and Wellness Sectors

4.6 Country level Impact of CARTFund

Of the 14 countries supported, the specific countries in which there appear to be the most significant impact are Antigua, Dominica, Grenada Jamaica, St. Lucia and Trinidad & Tobago. Grenada and Trinidad and Tobago

The Dominican Republic was consistently referenced as being capable implementers of the two projects approved for that country, and both projects were rated as highly satisfactory; however there still appear to be outstanding activities so judgment is reserved on those projects. Although most regional projects were rated as satisfactory, the regional projects have had mixed success. The impacts of the more successful projects are likely to accrue largely to the private sector. Although there were multiple projects in Belize and Guyana, performance in these countries was weak overall.

Grenada received the most projects by count, with four different projects. Three of these projects benefited private sector beneficiaries, including the Housing and Tourism Association, the Marine and Yachting Association, and nutmeg processors through the Industrial Development Corporation. Aside from a few issues around follow-on support and investment in hard assets in the case of the nutmeg project, these three projects all yielded positive results. The one public sector project—support for EPA implementation—faced limited success because of and under-allocation of follow-on support from the government due primarily to IMF hiring restrictions. This was compounded by less than emphatic support for EPA from the leading political parties and political reorganization of ministerial bodies arising following the defeat of incumbent parties in national elections.

4.7 Impact on Gender Equality and Social Inclusiveness

Though gender equality outcomes are expected from most donor programs, the extent to which this can be achieved depends on the quality of analysis about gender issues that can drive project design, the identification of specific indicators to measure gender impacts and dedicated gender expertise to support the development and operationalization of a program gender strategy. These were largely absent from CARTFund, and stakeholders admitted gender expertise, particularly with a trade focus, was widely deficient in the region.

CARTFund was not designed to explicitly address gender equality or social inclusiveness issues, or to measure any differential impact of CARTFund on male and female beneficiaries. CARTFund's foundation documents while generally acknowledging the socio-economic context, do not mention gender and trade considerations that could likely be incorporated or taken into account by CARTFund projects. CARTFund's log frame includes a subjective rating of system of minor or major social/social impacts, but it was not clear to the team on what basis the scores were determined. None of the project DMFs specified gender disaggregated data, nor specific gender equality indicators, and there were only a few instances where output or outcome data was gender disaggregated by grantees.

Despite this however, with the support of the CDB, some projects were able to address this shortcoming during implementation to incorporate a more deliberate approach to gender analysis and or focus on supporting female entrepreneurs.

There were two projects that were able to strategically incorporate a gendered approach – those undertaken by the Belize and Jamaica Coalition of Service Industries. The BCSP undertook a baseline survey of key service sectors and prepared a comprehensive report which included gender disaggregated data and identified challenges faced by the sectors. The survey data was used to develop comprehensive profiles of the eight sectors surveyed.

Although the Jamaica Services Sector Strategy and Expansion Plan had been prepared and accepted, it was recognized to be gender neutral and as such JCSI collaborated with the Bureau of Women's Affairs to host a number of gender focus group sessions to obtain qualitative data on the gender constraints to the development and expansion of the priority service industries. This information has been incorporated in the implementation of the Services Sector Strategy and Expansion Plan. The priority sectors addressed were Medical Tourism; Wellness Tourism, Management Consulting; Information and Communication Technology and the Creative Industries/Music.

Other projects that were likely to have specific impacts on women included those executed by the Dominica and St. Lucia services coalitions, projects in the health and wellness sectors, projects supporting market access and the CPDC project supporting free movement of domestic workers and artisans. The professionalization and certification of massage therapists and tourism workers, and the enhanced ability of domestic workers and tourism workers to seek employment across the region would most likely accrue mostly to women. The data related to these projects has not however been gender disaggregated.

Near to the end of CARTFund, additional gender specific activities were supported through deeper engagement between CDB gender specialists and beneficiaries as follows:

- Integration of gender analysis into the regional services strategy for Health and Wellness undertaken by CEDA
- Needs survey and training program for female-headed businesses in Trinidad under the ExporTT project, and mentorship program (not exclusively for women but with high female participation). The purpose of the survey was to gather information challenges faced by women-led businesses in order to develop relevant support services to assist in overcoming these challenges. Additionally, the results were used assist ExporTT in selecting export ready firms for participation in the final Trade Mission to the FCOR.
- A pilot project in Jamaica to promote/encourage females in IT. Twenty-three (23) girls participated in the Jamaica Girls Coding Pilot programme. The programme was aimed at increasing the self confidence of girls to consider programming as a career option; improve industry stakeholders' perception of the capacity of women's and girls' capacity to perform all types/levels of ICT; and to increase the number of female programmers in the ICT industry. As a result several of the girls have received support to start coding clubs in their schools and/or to introduce coding as one of the key activities of their IT clubs. Although the JCSI is supporting the ITC/BPO sector as a priority service sector, this appeared however to be a rather ad hoc activity with limited connection to the original CARTFund project.

The survey undertaken by ExporTT provided useful insights on constraints facing female entrepreneurs. The top three constraints were: work-life harmony, being stereotyped including lack of respect, and breaking into male dominant fields. Further details were provided on the priority constraints as follows:

- Financing - issues with acquiring loans from agencies as they do not support start up projects or self-employed persons.
- The issue of equality in the work place, women not given the recognition as men.
- Capacity not being able to meet the demands of the export market as well as not have the facilities needed.

With respect to social inclusiveness, the Project Memorandum states, “among the likely beneficiaries will be the unemployed and the working poor – whose labour market experience in the Caribbean is characterized by low-skilled, low-wage work, chronic under-employment and work in the informal sector.” Among the expected results of CARTFund however, were not increased job creation or business expansion, and given the nature of the portfolio it is difficult to extrapolate that this benefit would accrue over the life of the CARTFund. Although St. Lucia reported that as a result of market penetration activities, 7.5 new jobs have been generated and, if the business prospects are successful, this may increase to as much as 40, the majority of export-ready firms did not appear to be immediately ramping up production to meet any increased export demands. The projects in which there may have been some specific improvement in livelihoods at the lower socio-economic level would have been the project to increase value-added of nutmeg processing. However, results at this stage do not appear promising. There is also a potential benefit to female huskers from Dominica to increase trade with Saint Martin under the Dominica Export Strategy Project.

5. CARTFUND OPERATIONAL ANALYSIS

At the time of the evaluation the majority of the projects were still under execution. Six (6) had been terminated for poor performance and four beneficiaries had been provided with additional resources to execute additional activities beyond the original scope of the program. Five projects have been completed, although none of them used the full grant amount allocated to them. Another 19 remain under execution. Table 12 summarizes the portfolio in terms of project status, including the additional allocation to extended projects.

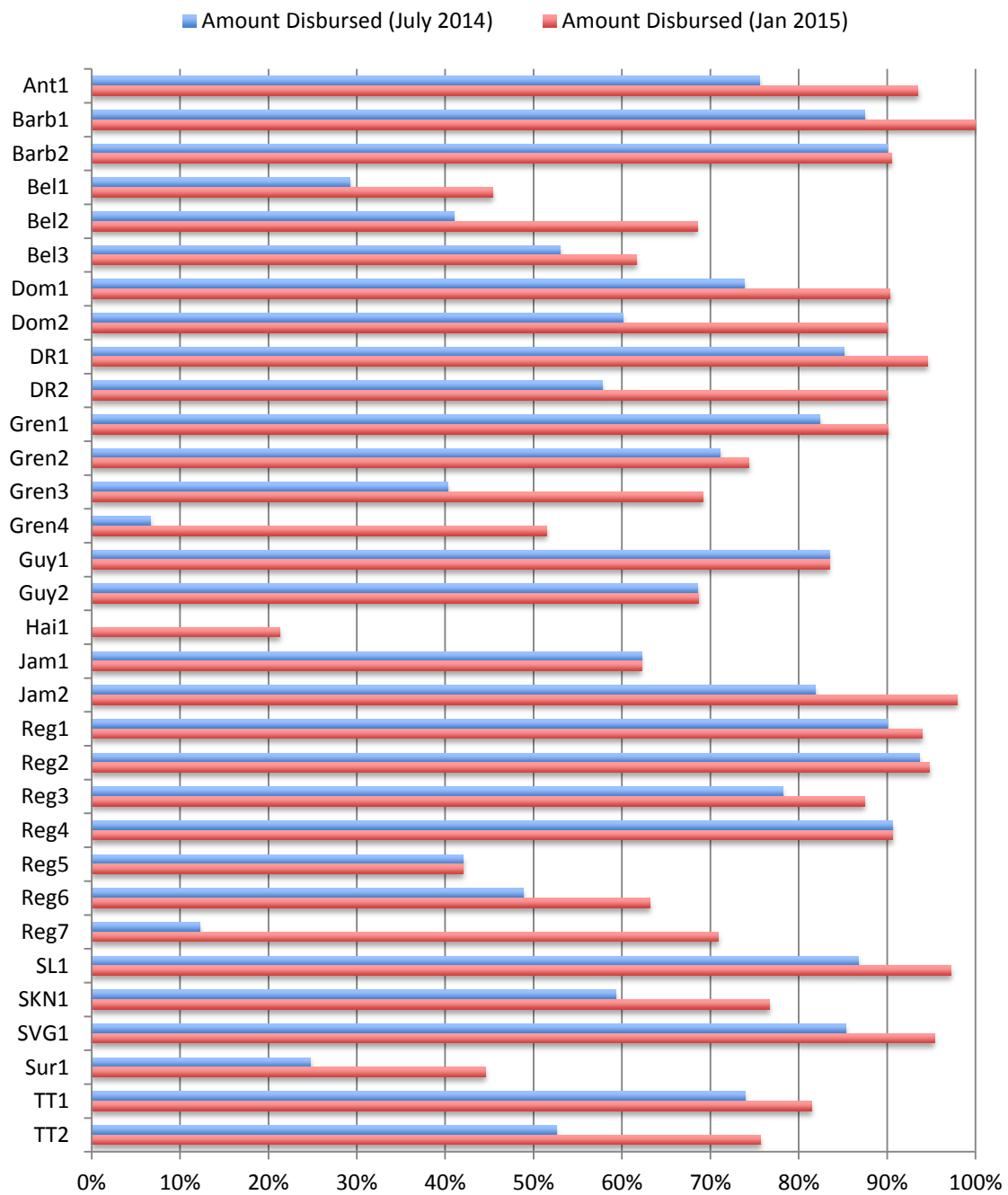
Table 12: Sub-Project Status Cross-Section

Status	Count	Initial Allocation	Amount Disbursed	Additional Allocation	Unused or Outstanding Allocation
Completed	5	1,339,518	1,209,733	-	129,785
Terminated	6	3,073,407	1,979,502	-	1,093,905
Under execution	17	7,652,698	5,928,937	-	1,723,761
Extended	4	2,346,674	2,188,451	1,558,240	1,716,463

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Against the overall commitments of USD 14.4 million, the CARTFund had disbursed USD 11.3 million as of 31 January 2015, or 78% of its commitments. Two distinct data points were made available to the evaluation team, one providing disbursement figures as of the end of July 2014 and another as of end of January 2015. Most projects saw an increase in the overall disbursement amount between these two points. Figure 8 depicts the sub-project disbursement rates, against the original committed amount for each grant, as of July 2014 and January 2015.

Figure 8: Sub-Project Disbursement Rates as of July 2014 and January 2015

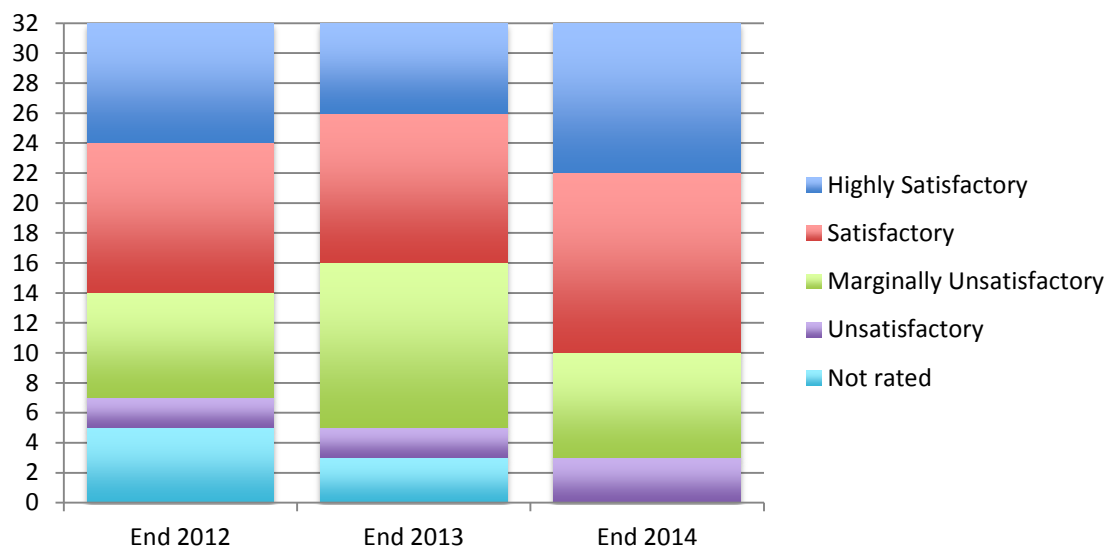


As indicated in the previous chapter, there was a written cancellation policy in place. This was supposed to be based on quarterly ranking of satisfaction rating, which is described in the next section.

5.1. Portfolio Analysis and Observations

As discussed previously, CDB implemented a satisfaction rating system arising from the first amendment to the AA. This satisfaction rating system was intended to be undertaken on a quarterly basis. However, the data provided to the evaluation team by CDB depicts periodic ratings that range from six to 18 months apart. Projects approved later in the lifecycle of CARTFund were not rated early on for obvious reasons. Overall, there appears to be a ballooning of the number of marginally unsatisfactory sub-projects in the End 2013 rating exercise, which then increases in End 2014. Unsatisfactory projects remain steady across the first three ratings exercises to double in the last one. Less-than-satisfactory ratings primarily indicate underperformance on the part of the project beneficiary to meet the agreed deadlines and standards outlined in the grant appraisal report. Satisfactory and Highly Satisfactory ratings account for just over or right at 50% for the first two ratings and then incline to reach almost 70% of the portfolio in the terminal rating. Figure 9 depicts the actual count of projects at each rating from each of the ratings exercises shared with the evaluation team.

Figure 9: Project Satisfaction Ratings

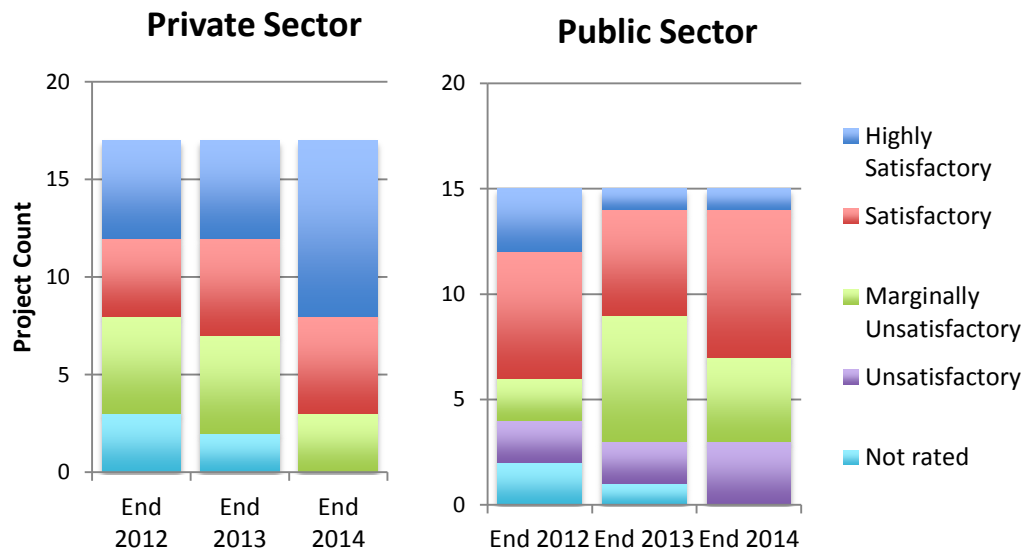


In terms of the geographic distribution of project performance, there is not enough data available to indicate trends of statistical significance. However, anecdotal evidence suggests that some countries were generally better suited to execute projects than others. For example, many stakeholders cited the Dominican Republic's previous experience negotiating and implement CAFTA as an underlying reason for the strong political will and related strong project performance for the two projects dedicated to the Dominican Republic. Both of these projects received Highly Satisfactory ratings every time they were assessed. Trinidad and Dominica with two projects each also performed well. On the contrary, countries like Guyana, Belize and Haiti had noticeably poor performance in terms of sub-project implementation. The two projects in Guyana were rated as Marginally Unsatisfactory from the End 2013 rating exercise through to the most recent one at End 2014.

In terms of the two major categories of projects—public and private sector—there is a considerable difference in the performance ratings across the two categories. Of the 17 private sector projects, there are consistently more than 50% that are rated as Satisfactory or Highly Satisfactory, with more than 80% of the private sector projects achieving one of these two ratings by the most recent count. Furthermore, no private sector project was ever rated as Unsatisfactory, and the number of Marginally Unsatisfactory projects fell from five to three over the course of the rating exercises.

By contrast, the number of Highly Satisfactory public sector projects declined from three in the first exercise to one in the final exercise. The number of Satisfactory public sector projects grew slightly over CARTFund’s lifetime, but the overall number of Highly Satisfactory and Satisfactory projects only accounted for about half the projects in this category. The half of public sector projects deemed to be less than satisfactory indicates the poor performance on the part of beneficiary entities to implement the activities outlined in the project design, as well as their ability to report on the undertaking and outcomes of these activities. There were consistently at least two projects rated as Unsatisfactory throughout the duration of the fund. Figure 10 depicts the ratings of these two project categories side-by-side.

Figure 10: Comparison of Project Performance by Private & Public Sector



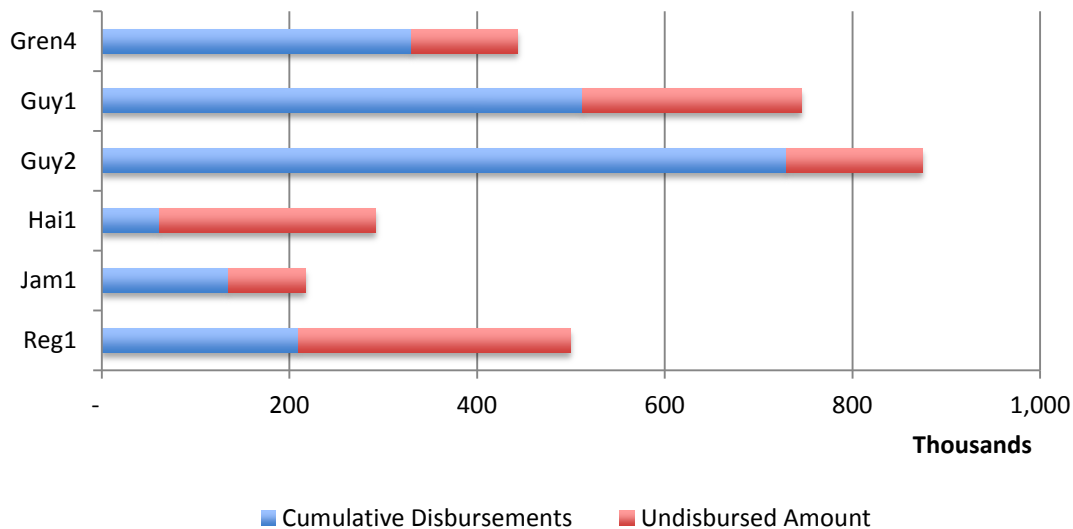
From consultations with Project Coordinators or other beneficiary representatives, it seems that a common impediment to project implementation was insufficient support from the grantee agency, lack of project management experience or expertise and/or lack of clarity of project objectives. For private sector projects, this was manifested by poor consultant management, or a grant recipient that lacked the organizational capacity to manage a sizeable project. For public sector projects, slowed implementation was usually attributed to insufficient staffing or a lack of enthusiasm from policy makers for EPA/CSME implementation. An overarching sub-project design issue was cited by recipients from both project categories: the use of short-term consultants to develop appraisal documents usually resulted in a project plan that was not

achievable because the beneficiary’s capacity had been overestimated by the consultant and/or the project concept lacked support from key stakeholders, either because they had not been duly engaged by the consultant or because their views were not integrated in the sub-project design.

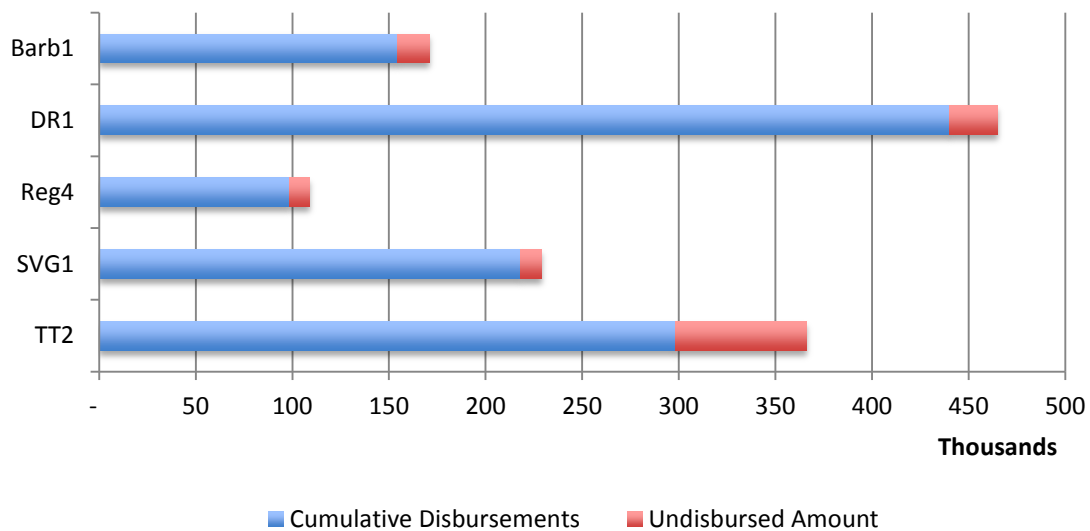
5.2. Resource Utilization

As of the evaluation, initial approvals total USD 14.41 million. Some projects have been terminated early, releasing just over USD 1 million—about 30% of the resources originally committed to the six terminated projects—in unused resources from these terminated projects back into the pool of resources available. Figure 11 presents the resource utilization of the six terminated projects, depicting the amount expended before the projects were terminated (blue) and the undisbursed amount returned to CARTFund coffers (red).

Figure 11: Resource Utilization of Terminated Projects



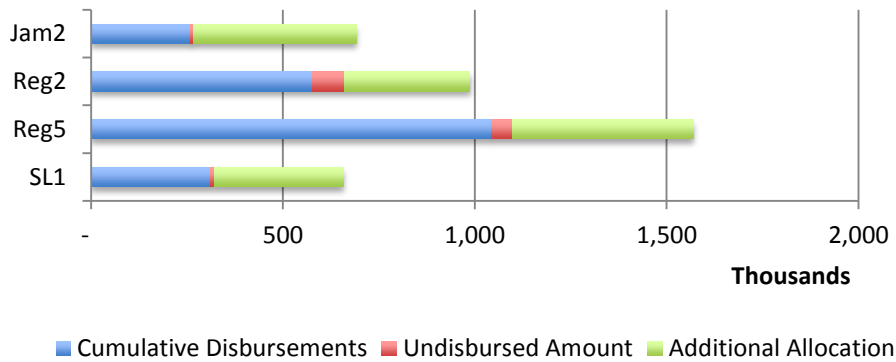
In addition, all five projects that were completed as of the end of January 2015 underutilized the initial amount allotted to them, making an additional USD 130,000 available. As such, a bit more than USD 1.22 million has become available through terminations of grants in process and underutilization of completed projects. Figure 12 depicts the overall resource utilization of the five completed projects, with unused balances depicted in red.

Figure 12: Resource Utilization of Completed Projects

As discussed in the previous chapter, four projects have been extended and CDB has allocated USD 1.56 million in additional resources to these extended projects. This amount is 27% greater than the amount returned by terminations and underutilization by completed projects, representing an additional portion of resources—approximately USD 300,000—that must have been available to CARTFund at the time these grants were extended. CDB indicates that 100% of the resources available to CARTFund were committed at the 12th Steering Committee meeting on 3 December 2012. However, from documentation provided by CDB, all five of the terminated projects had revised completion dates in either 2013 or 2014 as of mid-2013. This indicates that despite 100% commitment of resource at the end of 2012, more resources became available over the subsequent two years of operations that had to be committed to other grant programs. This includes USD 1.56 million from grants terminate in 2013-14, leftover resources from completed grants and an additional USD 300,000 that was never committed.

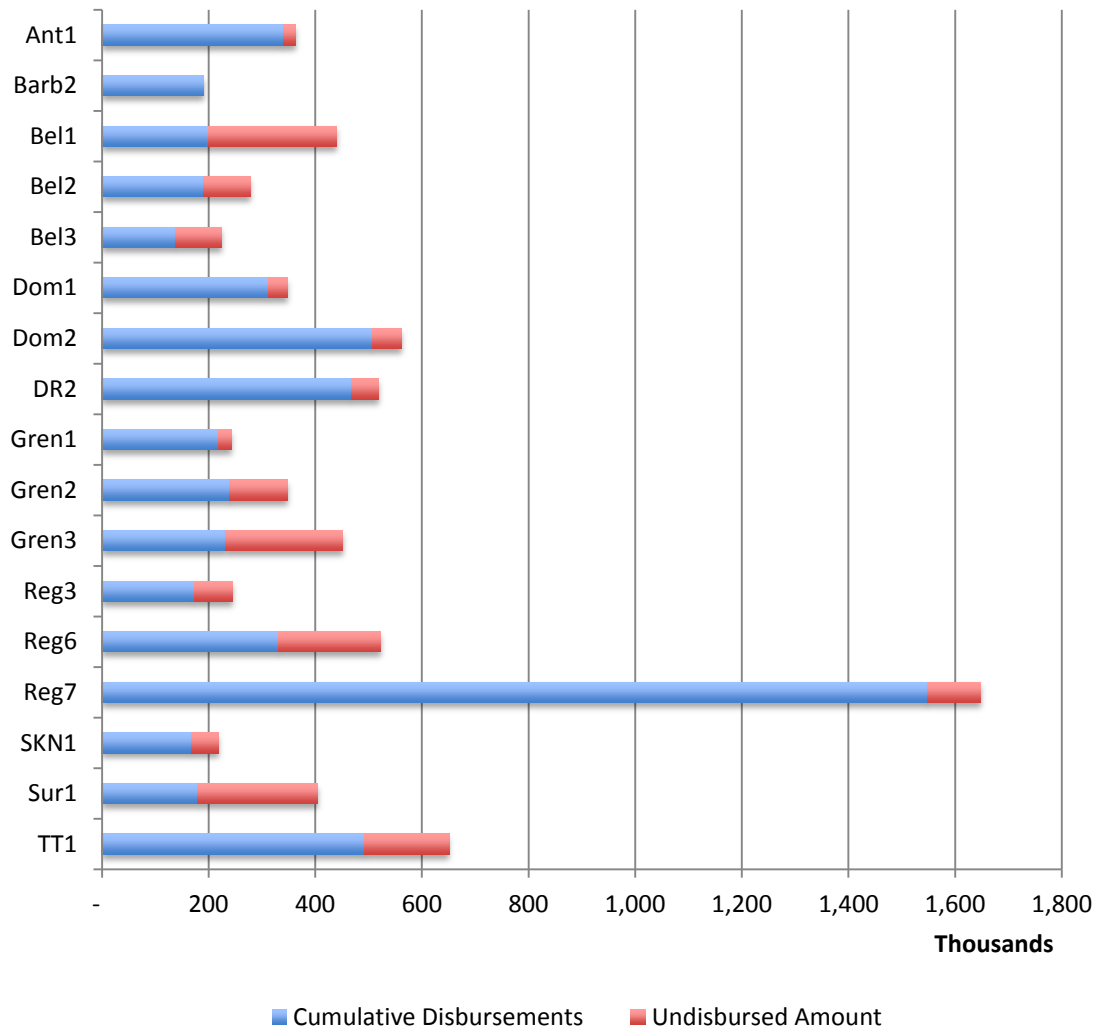
The extended projects have all consistently rated as highly satisfactory, (with the exception of one CEDA project) and CDB indicates that they were carefully chosen to ensure that the additional work could still be completed by mid-2015. Figure 13 depicts these four extended projects according to the cumulative disbursement under the original commitment (blue), the undisbursed amount under the original commitment (red) and the total additional allocation (green). The evaluation team has not been provided with disbursement information against the additional allocations.

Figure 13: Resource Utilization of Extended Projects



As of the end of January 2015, there were an additional 17 projects still under execution. Most of these projects, with the exception of two, are at least 50% disbursed. One is fully disbursed. While CDB’s intention is to have all 17 projects under execution fully disbursed by the end of March 2015, with all work completed by June 2015, these projects face an average disbursement of only 75% of the amount committed across the 16 projects that are not fully disbursed. As such, it is questionable whether full disbursements of these projects under execution will be achieved. Figure 14 summarizes these 17 projects under execution.

Figure 14: Resource Utilization of Projects Under Execution



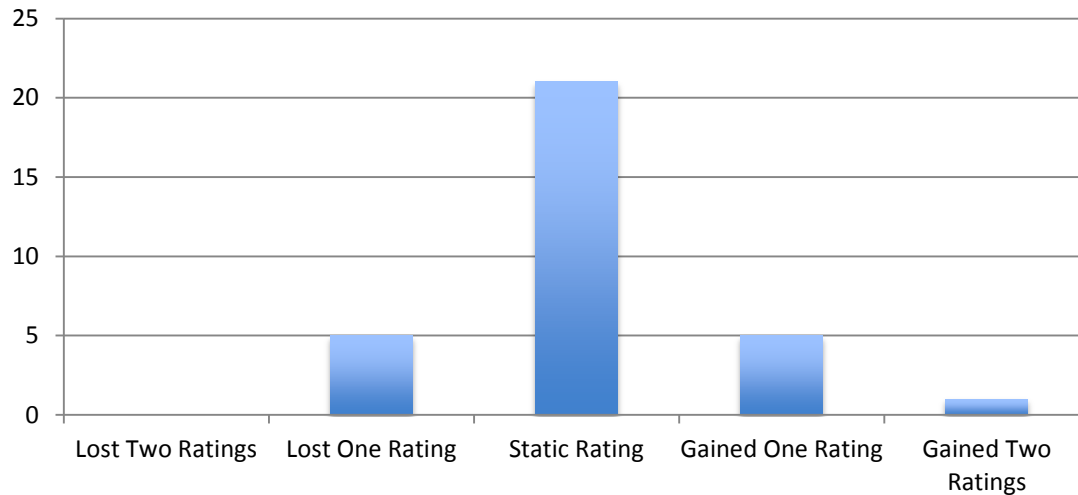
Thus, in the entire portfolio of projects, there is only one that is fully disbursed against its original commitment. The 11 ended projects—six terminated and five completed—all concluded without reaching full disbursement. 20 projects under execution—four of which are extended—have outstanding disbursements that range from USD 24,000 to over USD 500,000. This represents a major hurdle to the timely conclusion of CARTFund by the end of March 2015, as a considerable amount of disbursements have to be approved and processed.

5.3. Changes in Project Satisfaction Rating

In terms of project performance against the satisfaction rating system, which was discussed in detail in the previous chapter, the portfolio overall demonstrates a maintenance or improvement of ratings over time. Only five projects in the portfolio resulted in a net decrease in satisfaction ratings from the time of first rating to the most recent rating at the end of 2014.

The remaining 27 projects either had no net change²² or exhibited a net increase of one to two rankings. Figure 15 depicts the distribution of net change in satisfaction rating for the projects.

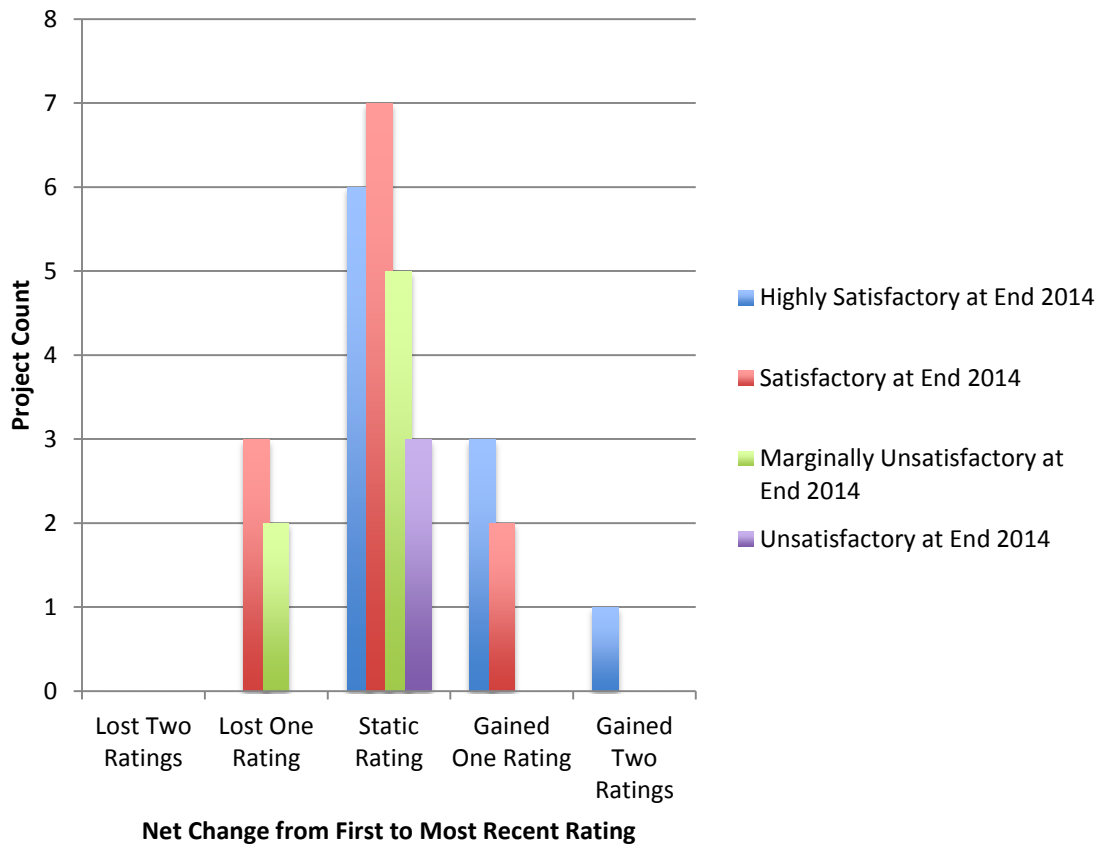
Figure 15: Distribution of Net Change in Satisfaction Rating for Entire Portfolio



Segmenting the distribution of net change to satisfaction rating by the terminal rating of projects, as of the end of 2014, reveals more interesting trends. For the 10 projects that were most recently rated “Highly Satisfactory,” only four had gained this rating since they were first rated; the other six retained this high rating through the course of the CARTFund. For the 12 projects that were most recently rated “Satisfactory,” two had exhibited a net decline from a higher previous rating while two had exhibited a net increase from an inferior rating over the course of the program. Of the seven rated “Marginally Unsatisfactory,” two showed a net decrease from a superior rating while five exhibited no net change in rating. The three projects most recently rated “Unsatisfactory” all exhibited no net change. Figure 16 depicts the distribution of net ratings changes segmented by the most recent projects ratings.

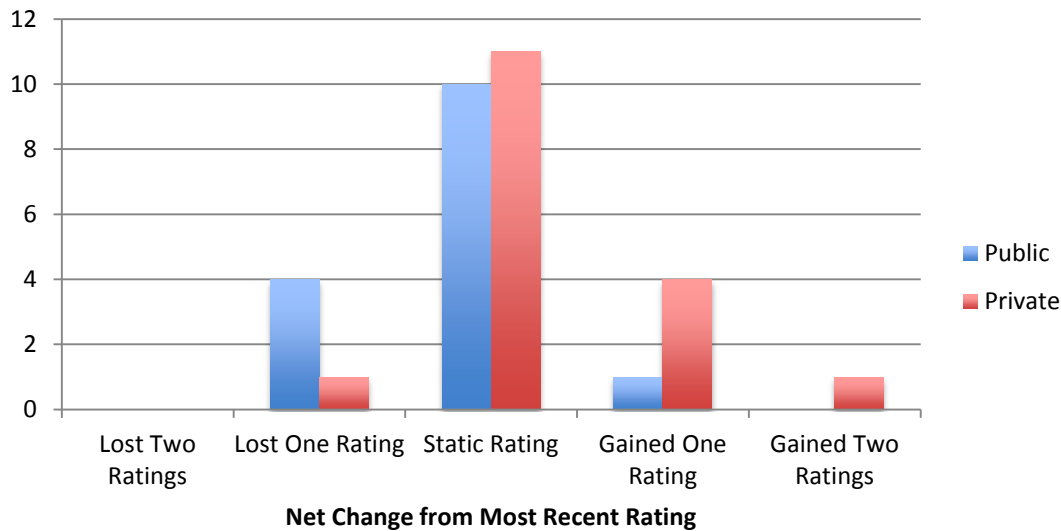
²² Note that two projects were not commenced until late 2013, thus they only have a single satisfaction rating recorded at the end of 2014. These projects therefore exhibited no change in satisfaction rating, as there was only a single measurement.

Figure 16: Distribution of Net Change in Satisfaction Rating by Most Recent Rating



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In terms of the two types of projects—segmented by public and private sector beneficiaries—there is generally more improved in rating exhibited by the private sector projects. One private sector project, “Improving the Business Climate for the Marine and Yachting Sector in Grenada” exhibited a net gain of two ratings from Marginally Unsatisfactory to Highly Satisfactory over the course of implementation. Public projects show a distribution predominantly around a net loss of one rating level or no change. Figure 17 depicts the distribution of net change in ratings across the public and private sector segments of the portfolio.

Figure 17: Distribution Net Change in Satisfaction Rating by Project Type

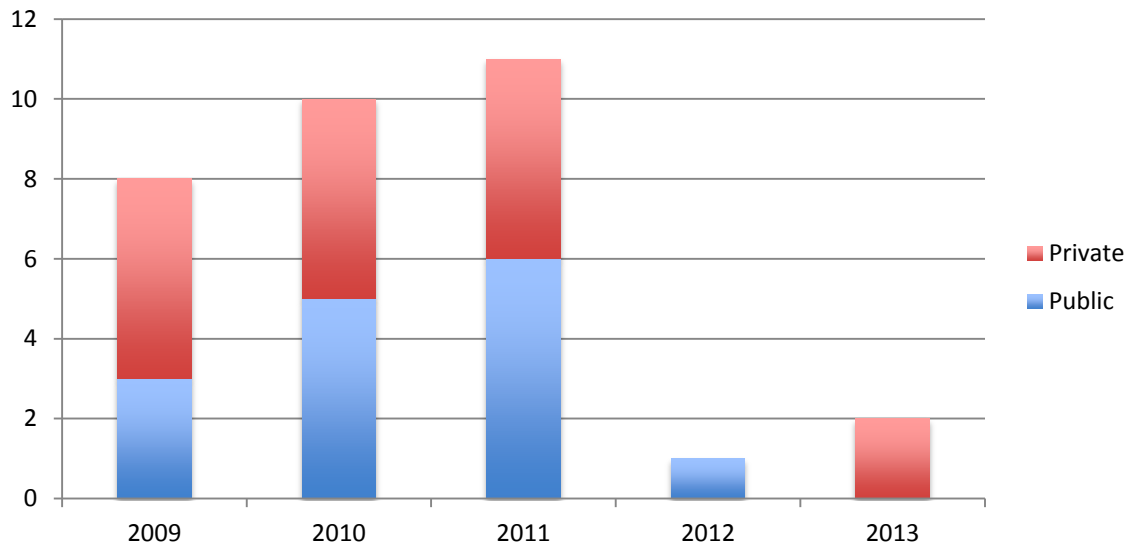
5.4. Project Implementation Duration

In terms of the timeline for the execution of sub-projects, there are three major milestones that apply to each one of the grants provided by CARTFund. These milestones are as follows:

- **Approval Date:** This is the date that the appraisal report, in its final form, is approved by the steering committee. This enables CARTFund to countersign a grant agreement with the beneficiary, and it opens eligibility for disbursements to said beneficiary.
- **Effectiveness Date:** This is the date when all conditions precedent to disbursement are fulfilled by the beneficiary. These typically included the establishment of the project-level steering committee (PSC), designation of authorized representatives, submission of signature verification cards, and other administrative duties. At some point between approval date and effectiveness date, the grant agreement also had to be countersigned by CDB and the beneficiary. Grant agreement signing date is captured in Figure 21.
- **End Date:** This is the date when all activities outlined under the grant appraisal document had been fully completed, and deliverables/reports prepared by the beneficiary or its consultants were submitted and accepted by CDB. End dates measured the implementation period, from Approval Date, for each of the sub-projects.

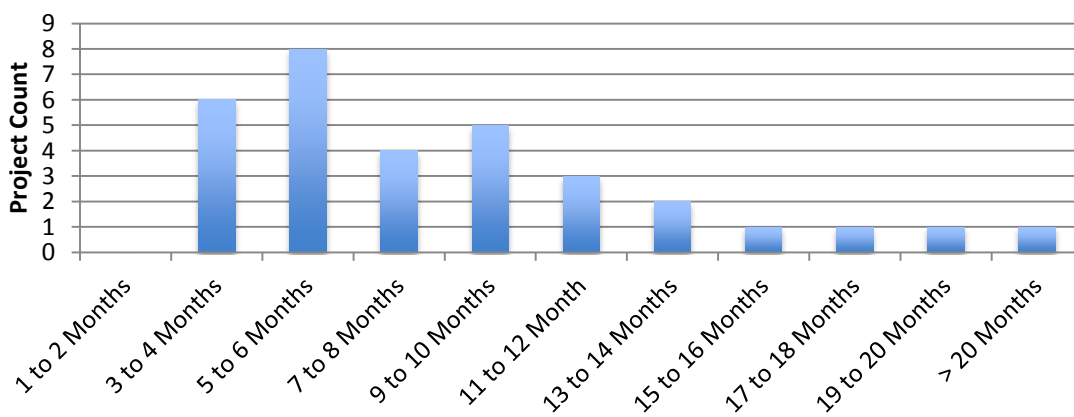
In terms of approvals, more than half of the projects supported by CARTFund were approved in the first two years of operations. However, the most projects approved in a single year happened in 2011—the third year of operations. Another three projects have been approved since, with one in 2012 and two in 2013. Figure 18 depicts the distribution of annual approvals by project type.

Figure 18: Distribution of Annual Approvals by Project Type



The time to reach the next milestone, Effectiveness, exhibited a substantial lag. Across the 32 projects, this lag averaged right around nine months. The most common delay was between five and six months from approval to effectiveness. Figure 19 depicts the distribution of Effectiveness delays across the portfolio of all 32 projects. Note that all of the terminated projects reached the Effectiveness Date milestone and received at least one disbursement, so they are included in the figure. Further exploration of how to mitigate these delays in future operations may be necessary.

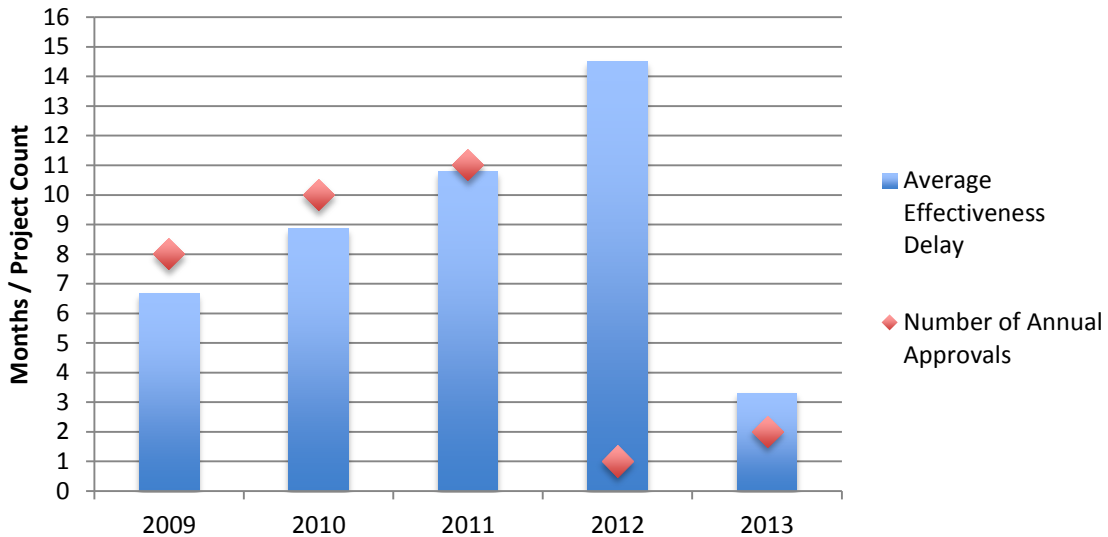
Figure 19: Distribution of Effectiveness Delays



However, when examined by the year of approval of the projects, the average delay of Effectiveness increased substantially year by year from 2009 to 2012 and then dropped off for projects approved in 2013. While there are relatively fewer projects approved in 2012 and 2013,

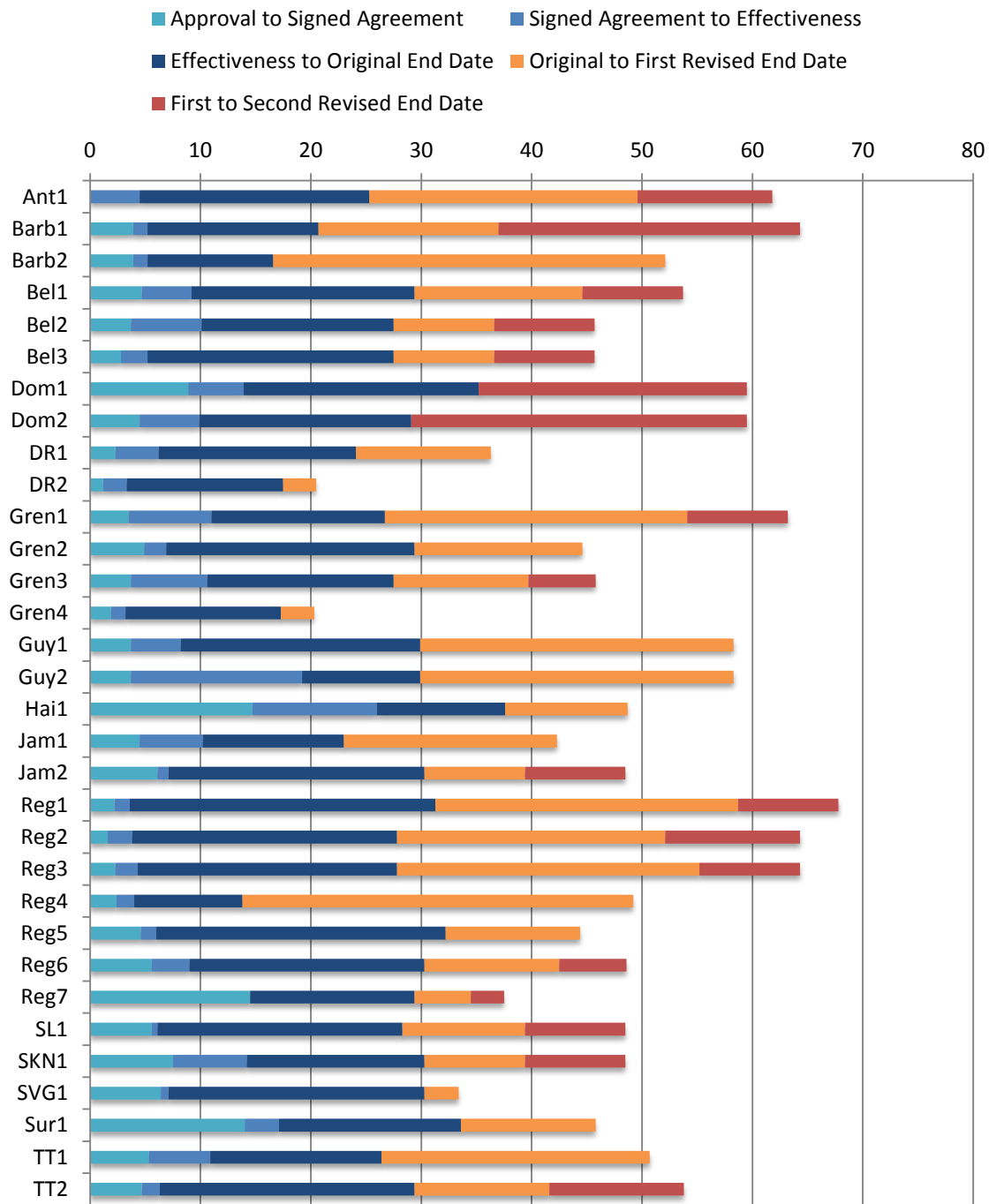
this trend of increasing Effectiveness delays from 2009 to 2011 relates to 29 of the 32 projects under management. Figure 20 depicts the average effectiveness delay for projects approved in each year, along with a marker to indicate the number of projects approved in that year to remind the reader of relative scale.

Figure 20: Average Effectiveness Delay by Project Approval Year



In terms of overall project timelines, measured from Approval Date to End Date, the original intended duration averaged 27.4 months from Approval to End date, figured on a 30-day per month basis. The original End Dates defined in the project appraisals, less the Approval date, provided the intended duration for each project. The evaluation team received two snapshots of overall revisions to intended End Dates for each project, one as of 31 July 2014 and another as of 21 January 2015. Hence, these are considered the first revision of intended End Dates and the second revision of intended End Dates. No projects, including those that were terminated or completed, were implemented by the original intended End Date. 18 of the 23 projects had end dates that had to be revised and extended a second time. Figure 21 depicts the lifecycles of each of the 32 projects based on the milestones and revised End Dates.

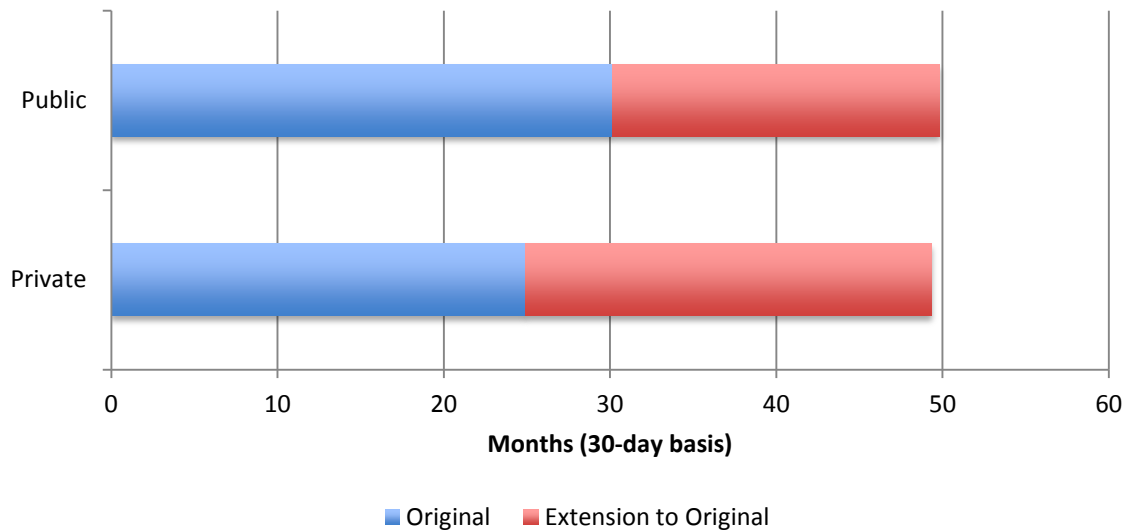
Figure 21: Original and Revised Project Lifecycles



In reality, the average implementation period after the revision of End Dates in January 2015 was 49.6 months, nearly double the originally intended implementation period. Both Public and Private Sector projects averaged a revised implementation period within a month of one other

at 49.8 and 49.3 months revised average implementation period, respectively. However, the original intended durations were relatively longer for public sector projects at 30.1 months versus 24.9 months for private sector ones. As such, public sector projects faced an increased implementation period of about 65% on average, while private sector project implementation duration doubled on average. Figure 22 depicts the original and extended implementation periods across the two project types.

Figure 22: Original and Revised Implementation Period by Project Type



In terms of estimating the value for money of CARTFund operations, it is difficult to estimate the input-to-output efficiency for anything except projects that are already concluded. Overall, the fact that completed projects have all been concluded without using 100% of the resources initially committed indicates some degree of cost efficiency, as all the work intended under the project appraisal has been completed. These five projects, as depicted in Figure 12, have an average “cost-savings” compared to initial commitments of about USD 26,000, or approximately 10% of the average committed amount to completed projects.

However, value for money goes beyond the nominal cost-savings under a given grant. The best proxy for value is the satisfaction rating for each of the projects, particularly the rating regarding quality of outputs. The overall satisfaction rating was derived from a simple average of the sum of scores from four criteria. Quality of outputs was one of these criteria. The scoring for each criterion was based on a whole number score from one to four, where a score of four was indicative of Highly Satisfactory, a score of three was analogous to a score of Satisfactory and so on. For the five completed projects, the quality of outputs was consistently rated as four, indicating a very high quality of outputs. One was consistently rated at a score of three, indicating a high quality of outputs. One completed project—the EPA Manual and Awareness Building Programme for the Caribbean Tourism Sector—had a quality of outputs rating that was consistently at two points, indicating a marginally unsatisfactory quality of outputs.

Overall, completed projects show an 80% rate of satisfactory or better quality of outputs. This, combined with the average 10% cost savings under these five projects, indicates a strong value for money trend, at least within this subset of the portfolio. A detailed analysis on the rest of the portfolio would not be relevant because projects were either terminated or work is still on going. However, the fact that four projects, as depicted in Figure 13, have been provided with additional resources would indicate two things: that overall expenditures are lower than expected so the portfolio is, on the whole, cost efficient, and that these four projects have demonstrated a strong value for money in the perception of CDB and the Steering Committee.

5.5. Qualitative Aspects of Portfolio Management

There are a number of other key aspects of the portfolio management process that should be highlighted. However, these aspects are qualitative in nature and therefore cannot be easily captured with quantitative analysis. Furthermore, the supporting evidence for many of these aspects comes rather from consultations with beneficiaries and CDB staff rather than in the portfolio tracking materials provided by CDB.

The first aspect qualitative aspect is the use of short term consulting to support the design and monitoring of the CARTFund portfolio. As previously discussed, short term consultants were used extensively to turn concept notes submitted by beneficiaries into comprehensive project design documents. From consultations with beneficiaries, which covered more than 50% of the projects, only a single project was fully designed by the beneficiary before presentation to CDB. The beneficiary—in this case the Marine and Yachting Association of Grenada—fronted the cost of engaging its own consultant to design a complete project appraisal report to the Association's specifications. As stated previously, the use of short-term consultants in this capacity may have resulted in project designs that were difficult to manage for the beneficiary or targeted unachievable results. Many of the beneficiaries consulted indicated this sentiment.

The use of short-term consultants also played a role in monitoring of progress against outputs and outcomes of specific projects and CARTFund. The initial project-level logical frameworks, called Design and Monitoring Frameworks (DMFs), were conceived by the consultants engaged to develop project appraisals. However, it became clear that these DMFs were unsuitable for project implementation. As such, a special consultant was engaged in 2011 to undertake a comprehensive review of the results frameworks related to CARTFund activities at both the project and fund levels. However, the work submitted by this consultant was considered inadequate by both CDB and DFID representatives. The fund-level logical framework was not revised, but the project-level ones developed to that point were revised as per the consultant's recommendation. As discussed earlier, the revisions often resulted in overly complicated and often un-measurable or impractical indicators.

A second qualitative aspect was the requirement imposed by CDB that each project has a dedicated steering committee composed of relevant stakeholders. In practice, it seems that the value of this approach from the beneficiaries' perspective was limited. In some cases, the PSC provided a platform to foster collaboration among the relevant stakeholders for a given project. However, the evaluation team found no examples of beneficiaries who indicated that the value added of the PSC as a value-add was worth the effort in terms of project governance and implementation and was in fact an additional project management burden. Furthermore, some

beneficiaries indicated that these PSCs did not utilize existing management structures within the beneficiaries' existing hierarchy. This was reported for both public and private sector project types.

In terms of contract management, beneficiaries reported that the CDB team played a very active role in not only overseeing the procurement of consultants, but also in the supervision of their work. In many cases, beneficiaries indicated that this yielded a positive impact on the pace at which grant activities were executed. However, other beneficiaries indicated that this level of oversight was disruptive to the activities and unwarranted.

Initial training on procurement guidelines for grantees was provided, but in most cases CDB still played an active role advising and reviewing procurement actions undertaken by beneficiaries. In many cases, CDB retained its right to object on the basis of low quality to draft and final deliverables submitted to the beneficiary. This arrangement became convoluted in some cases, since the consultants were contracted to the beneficiary rather than to CDB. However, the consultants were effectively accountable to CDB. While this ensured, to the degree possible, that final deliverables under each contract were of high quality, it forced the CDB team to sometimes undertake subjective analysis of deliverables that were likely beyond the scope of the expertise of the CDB team administering CARTFund. Furthermore, in some cases, beneficiaries reported that this interfered and may have degraded their relationships with their consultants. Additionally, this level of detailed management meant a considerable effort was required of CDB. While acknowledging the value of an independent set of eyes and a wider viewpoint by the CDB staff, beneficiaries widely reported delayed response times and feedback on deliverables that had sometimes been accepted by the beneficiary.

The final qualitative aspect regarding implementation was the review and approval process itself, which is described in previous chapters. The review and approval process managed by CDB was identical to the process for appraising new loan operations with borrowers. As such, CARTFund relied on existing queuing systems and corporate services, including legal and procurement review, prior to review by the loans committee. Similarly, once final approval was given by the loans committee and CARTFund steering committee, beneficiaries indicated that there was little room to adjust or change the work plan under a grant's appraisal report. Making any material modification to the work plan required a full resubmission of the appraisal report to CDB loans committee. This, compounded with the fact that project detailed design was undertaken by short term consultants rather than beneficiaries in many cases, presented a situation where beneficiaries were expected to implement a project they did not have full ownership over and could not change or improve. Low project management capacity on the part of the beneficiaries was exacerbated through complex project design furnished through the short-term consultants. Obstacles to revising project scope at the level of CDB also prevented the implementation of lessons learned through the course of an individual project.

5.6. Other Factors Affecting Project Implementation Efficiency

In addition to the factors discussed at the CDB portfolio management level as described in the previous section, there were a number of other factors at the level of the beneficiary that had implications on the implementation efficiency of the project. These issues included the

publication for and identification of suitable consultants and the dedication of staff to project management.

In terms of procurement of consultants, the beneficiaries typically did not have extensive experience publishing calls for expressions of interest or in identification of suitable consultants. This lack of expertise resulted in literal application of CDB's procurement guidelines, as well as high reliance on the CDB administration team to provide support in recommending courses of action for consultant selection. Note that in all cases, beneficiaries were expected to use CDB procurement guidelines, which are harmonized with other MDBs to ensure transparency and accountability in the expense of public moneys for operational activities. The beneficiaries also relied on CDB's support for the identification of publication of opportunities to some extent, though CDB's own system provides limited exposure to the skill pools that were required for most of the work under CARTFund activities. While this demonstrates the depth of care and support provided by CDB, it is also emblematic of a consistent shortfall in beneficiary ability to manage the projects for which they received grant support.

A related shortfall was the shortage of dedicated staff at the level of the project beneficiary. In 14 of the grants, the grant program provided a project coordinator as a long-term contractor. However, the sustainability of this model to follow up on post-implementation opportunities is minimal, since in almost all cases reviewed the project coordinator left the beneficiary organization once CARTFund resources for his or her position ended. Beneficiary organizations of both types lacked the budgetary resources to integrate the project coordinator functions in their organization. In some cases, particularly for public sector projects, there were hiring restrictions imposed by other donors that prevented the conversion of the project coordinator from a long-term consultant to a staff EPA coordinator. One example was IMF-imposed hiring restrictions for ministerial bodies in Grenada, which arose as a condition out of the IMF debt restructuring programs engaged by the government. Arrangements and promises were made by beneficiaries in multiple instances to provide on-going financial resources to support the project coordinator placed by CARTFund resources in public sector beneficiaries. However, fiscal constraints or explicit conditions forbidding the hiring of personnel prevented beneficiary agencies from fulfilling these commitments made as part of their CARTFund support.

However, the on-going work to advance EPA and CSME implementation, whether through government bodies or through private sector associations, required near full-time on-going support. The reliance on external contractors for project management and the work under the grant-supported project plan also diminished the uptake of lessons learned and capacity for full time staff once the project-funded contractors ended their contracts.

Outside of the control of beneficiaries, there were additional factors that constrained project efficiency. These exogenous factors ranged from the micro level in terms of the availability of qualified experts to the macro scale in terms of the timeliness of projects in the context of EPA/CSME and the regional travel challenges. Related to the challenges regarding beneficiary constraints to hiring adequate consultancy skill sets, the overall availability of such expertise in the regional context was limited. Even though DFID and CDB agreed early on to remove any nationality-based eligibility requirements, there was an overall lack of sufficient expertise in the regional context.

At the larger scale, all of the projects undertook activities that did not occur in a vacuum; the wider national and regional context was dynamic particularly around the status of implementation of EPA and CSME, which themselves did not always occur in balanced complementarity in all contexts. On a logistical note, the challenges of regional travel also posed a small but noteworthy constraint on project implementation, particularly for ones that featured multi-national activities.

6. LESSONS LEARNED

This chapter presents the lessons extracted by the evaluation team through the course of desk research, consultations, field missions and other factors. These lessons draw upon these sources, and are triangulated among types of sources to the extent possible. Furthermore, they indicate, except as noted in special circumstances with specific examples, trends within the CARTFund activities. Generally, these lessons fall into one of three categories, namely program design, beneficiary capacity and crosscutting lessons, including lessons related to the context of regional trade that affected CARTFund. Each lesson in this chapter is presented as a single topic sentence with the subsequent paragraph providing further detail on the evidence, context and implications regarding said lesson. Each lesson is followed by one or more recommendation to enhance other basket funds and trade promotion programs. These recommendations, in the view of the evaluation team, may help to address the underlying issue discussed in the lesson learned to bring about more effective and efficient achievement of the desired development objectives of a basket fund like CARTFund.

6.1. Program Design and Intended Results

The lessons related to program design and intended results fall into these two distinct sub-categories, with a number of lessons learned falling into each.

6.1.1. Lessons Regarding Program Design

The Steering Committee (SC) had strong representation from regional institutions, but it lacked inclusion of private sector interests. Representatives from CDB, CARICOM and CARIFORUM consistently held positions on the SC for CARTFund, constituting the overall governance body of the basket fund and providing strategic direction to portfolio, as discussed in Section 2.3. However, the governance body lacked representation from what is arguably the most critical stakeholder—the private sector. The most probable voice to represent the private sector’s interests and needs at the governance level for CARTFund would have been the Caribbean Export Development Agency (CEDA). Some previous SC members indicated that this would have been desirable, even though it may have complicated the grants that CEDA had received from CARTFund for the execution of two projects.

***Recommendation #1:** Ensure participation of representatives of all key stakeholders, including the private sector, in regional trade promotion programs, particularly those related to EPA implementation.*

The CDB review and approval process is well suited to lending operations but may be too onerous for technical assistance grants. The process used by CDB to appraise loans relies on a comprehensive process that supports the due diligence required to mitigate long term lending risks for sovereign and non-sovereign borrowers. This system is well suited to ensure that CDB’s operations are technically, legally and strategically best fit to its mandate and respective sector strategies. CARTFund, as discussed in Section 2.4, used these existing structures as-is for its own review and approval processes with the exception of vesting final approval authority in the SC

rather than the CDB Board of Directors. Consequentially, the process to approve grants relied on grant appraisal documents falling into the overall queue and schedule for operational review alongside all CDB's own operations. The CDB team reported that this might have contributed to the sometimes-slow review and approval process of CARTFund documents, especially grant agreements.

Recommendation #2: *During project design, a careful assessment of existing administrative arrangements should be made to ensure that existing structures will serve the scope, scale and character of basket fund operations; efforts should be made to modify mechanisms/ arrangements as necessary.*

The widened scope of potential activities eligible for support greatly accelerated the utilization of resources, but it also spread the CARTFund portfolio across a wide spectrum of activities. As discussed in Chapter 2, the initial Administrative Agreement (AA) provided a very explicit list of activities that would be supported by CARTFund by the initial contribution of GBP 5 million. These activities, as indicated by CDB and DFID, were based on assumptions of a “ready to go” pipeline identified through the Regional Preparation Task Force (RPTF) studies that preceded CARTFund's establishment. The first amendment to the AA, as discussed in Section 0, substantially widened the scope of eligible activities to vaguely defined public and private sector projects. While this enabled more stakeholders to access CARTFund resources, it substantially widened the range of activities supported to the point where many projects were completely unique and the activities undertaken under each one were not similar to any others. While this is not inherently a bad thing, given that CARTFund was intended to be “demand driven,” it does force the CDB administrative team to oversee and assure the quality of activities which they may not have much prior experience or expertise.

Recommendation #3: *Concentrate the focus of basket funds to provide more precise and programmatic support oriented at a few key targets; this may result in slower utilization of resources, but it will ensure better administrative efficiency and better prospects for measuring results.*

A fund-wide strategy on gender and inclusiveness, which did not exist, may have oriented CARTFund more towards gender impacts. The approach to gender and inclusiveness within CARTFund operations was a one-off approach instead of a formal operational policy. There was no systematic approach to gender analysis in sub-project design or to identify gaps in understanding of gender and trade that could potentially be addressed by the Fund. There was also no overarching strategic gender equality approach or policy guidance provided by either DFID or CDB. CDB staff indicated that this amounted to a missed opportunity, since a comprehensive gender strategy for CARTFund, whether explicitly borrowed from the overall CDB gender strategy or defined specifically for CARTFund, could have more formally positioned CARTFund to promote gender and inclusiveness as key priorities in all supported operations, instead of as a retroactive exercise at the end of relevant projects. The potential areas in which a gendered lens could have been applied were in the development of services strategies, export and investment policies and surrounding the free movement of people. Given the attention to services, and the extent to which females are likely to dominate certain service industries, at the

strategic level, CARTFund could have taken a region-wide approach to undertake gender analysis with respect to priority services, or deliberately incorporated these concerns in the sub projects' design. At the firm level, another strategic opening for CARTFund could have been to examine through a gender lens, impediments to export readiness of male and female-headed businesses. This approach however, would have to required specific incorporation in sub-project design or identification of a suitable willing beneficiary or be outside of the 'basket fund' as an internal activity supported by CARTFund.

Recommendation #4: *Ensure that a gender strategy is included in the design documentation of each basket fund, and that these specific strategies build upon the strategies of both donors and implementing agencies.*

The administrative budget allotted to CARTFund was used to stopgap shortcomings in beneficiary capacity rather than to build strategic administrative capacity to operated CARTFund, and it may have been insufficient considering the administrative burden on CDB. The initial AA provided explicit utilizations for the administrative fees collected by CDB for the purposes of executing the CARTFund operations. However, the initial use of administrative resources was instead dedicated to short term consultants who were procured to develop grant appraisal reports. The long-term consultants were not hired for a matter of years after the operationalization of CARTFund. As such, it may be the case that these long-term consultants came on board in a reactive function rather than contributing to proactive development of administrative systems, etc. The consequence therein is that the administrative team at CDB was brought on board perhaps too late, and the administrative resources were not used how initially intended at the detriment of having the resources necessary to build proper systems, like monitoring, evaluation and public relations, early on in operations.

Recommendation #5: *Consider using fully outsourced project implementation units whose financial incentives are closely tied to documented results at the beneficiary level; also, ensure that administrative support scales to the increasing size of a basket fund portfolio over time.*

There could have been better or more formalized mechanisms for sharing of lessons learned and opportunities among common national/thematic projects. While there was a broad range of project activities supported by CARTFund, it may have been beneficial to build more formal relationships between the beneficiaries to share lessons learned and build on the collective learning. This may have allowed the beneficiaries to help to address problems that arose in one another's execution of certain activities, and it could have freed up some of the time spent to address these issues by the CDB administrative team.

Recommendation #6: *Build sharing mechanisms through an online forum or periodic beneficiary workshops that facilitate beneficiary lessons sharing instead of relying on these connections to be made by program administrative staff.*

6.1.2. Lessons Regarding Results Targets and Measurement

The outcome targets that were defined in the CARTFund logical framework, as well as many of the grant-level Design and Measurement Frameworks, were couched in unrealistic expectations about the level of impact achievable within the timeframe and budget of CARTFund-support activities. Former SC members and other external studies have estimated the overall cost of implementing EPA across the region to be orders of magnitude greater than the amount provided through CARTFund. Despite its modest size, CARTFund's intended results were to have a direct impact on the overall export volumes and trade balances between CARIFORUM and the EU, as well as a direct impact on intra-regional trade. This objective was effectively unreachable, particularly within the operational lifecycle of CARTFund. Such lofty objectives also put the program at risk of being seen as ineffective, since there is no sound way to prove causality between CARTFund support to public or private sector beneficiaries and overall net changes in trade between the CARIFORUM countries and the EU, or even among CARIFORUM countries.

***Recommendation #7:** Establish program and project-level results targets that are achievable and attributable, rather than using results frameworks as a way to convey a long-term vision for the economic condition of the beneficiary country or region. Absent reasonable results targets, basket funds will struggle to demonstrate effectiveness.*

Europe, as an export market, is a challenging “first step” when many of the targeted end-beneficiaries of CARTFund projects were not undertaking significant regional or hemispheric trade. Many of the countries eligible for CARTFund support have on-going trade relationships with other CARIFORUM countries, as well as other regional trade partners and North America. However, the private sector in many of these countries has very little in depth awareness of the realities of commercial activities and trade with EU countries. Furthermore, many of them only undertake regional trade that can be executed without much formal processing, such as standards verifications and other quality issues. Achieving the requirements for import in the EU, coupled with building an understanding of the underlying market and a potential competitive advantage for a Caribbean exporter in the EU, proved to be a very challenging first step. From the public sector side, many public agencies and entities, with the exception perhaps of CEDA, have very little knowledge of what it takes to successfully export goods or services to EU countries.

***Recommendation #8:** For private sector projects, the focus should primarily be on laying the initial groundwork to encourage potential exporters to consider the EU as a viable market by providing in depth market research and coaching.*

Many of the supported activities assumed a high level of awareness of EPA and CSME by key stakeholders when in fact there was only limited awareness of these topics. Stakeholders across all project types and all roles within CARTFund cited the very limited awareness of, and in some cases outright hostility towards, the EPA as a policy. Even national government entities had limited previous exposure to EPA, and many national governments of eligible countries retrenched in the wake of the global financial crisis to focus on domestic production, jobs and

regional trade rather than global trade, particularly with trade partners as distant as Europe. The assumption that awareness and political will in favour of EPA in particular was overestimated in the design of CARTFund, and this had to be addressed through the inclusion of much awareness raising on the topics of trade, trade policy and the EPA itself. Some beneficiaries found it particularly difficult to implement their activities, particularly in the context of the public sector, because of low prioritization of EPA by policy makers and a low awareness of EPA at the technical level within government agencies. Beneficiaries even indicated having to educate the media on the dynamics of the EPA, as the media had very limited expertise on the issues underlying EPA.

Recommendation #9: *The program design should be based on deep engagement with the target beneficiaries in order to ensure that assumptions about capacity and appetite are accurate; in the case of CARTFund, much more effort should have been dedicated to awareness-raising efforts about EPA and CSME.*

The regional approach of CARTFund resulted in a limited amount of resources being spread across a wide geographic range, further diluting the collective impact of CARTFund support vis-à-vis the intended outcomes. The CARTFund portfolio spans 14 of the CARIFORUM countries and includes a handful of regional projects. This wide geographic range, similar to the wide functional range of supported activities, led to a high relative administrative burden and a thin spread of resources to each one of the eligible countries. Again, this compounded the challenges to manage such a wide range of projects, and it diluted the measureable benefits and outcomes of each project within a wider geographic context. Taking a more specific approach, either to project type or geographic focus, may have resulted in a more cohesive and measureable program outcome.

Recommendation #10: *Select key countries that can serve as “demonstration” countries and ensure that results are well documented and publicized; this will attract strong engagement from regional governments and also on-going donor support better than the diluted impacts of a few projects in each country.*

6.2. Lessons Regarding Beneficiary Capacity

The level of effort required to adequately design and manage grant projects at the beneficiary level may have been underestimated. The assumption of a ready-to-implement pipeline arising from the RPTF studies, as discussed above, brings to light a related issue of the capacity of beneficiary organizations to design and manage the kinds of grant project plans required for CARTFund support. Only one of the beneficiaries engaged by the evaluation team had any meaningful previous experience managing grant-funded development programs (CPDC), and the lack of capacity at the grantee level to both design and manage these programs for results largely comes down to the effort expended by key staff within the project implementation team. While a project management workshop was held for beneficiaries, the hard skills in project management were still lacking on the part of most beneficiaries. There was no structured or formal mechanism to train beneficiary staff to manage grant programs, and in 14

instances an external project coordinator was procured in order to facilitate the program. However, this leaves the grantee at risk to a number of things, including non-performance by the coordinating consultant, low institutional commitment, increased risk of turnover, and low institutional learning from the project coordination perspective.

Recommendation #11: *Grant project design should be based on deep engagement with the target beneficiary in order to ensure that assumptions about capacity and appetite are accurate; employ an explicit preference for grant applications that do not require project coordinators to be externally procured, but rather embedded with existing staff.*

The level of expertise of a project coordinator was a key ingredient in the success of grants, and the process to procure operational consultants including the project coordinator may not have suited all beneficiaries. Related to the previous lesson, the level of expertise and commitment of the externally procured project coordinator was a key ingredient in the successful execution of a grant program. Previous experience contributed, but ultimately the success of many grant programs fell to how committed and thorough project coordinators were. The procurement process recommended by CDB, which provided for an initial shortlist of consultants that was later selected against certain criteria, generally gave favour to the project coordinator candidates that looked best on paper. In multiple instances, the initially selected project coordinator, who was best ranked in terms of the traditional procurement review process, had to be replaced. Some beneficiaries instituted verbal interviews and even test brief interviews to vet the replacement project coordinator. As such, procurement processes and tailoring of the process to provide best value-add to beneficiaries was yet another learning curve imposed on grant executing agencies.

Recommendation #12: *Tailor the procurement guidelines to integrate lessons learned from CARTFund beneficiaries, including interviews, case-based testing for candidates and reference checking within the overall procurement process.*

The project-level steering committees did not use existing governance organs within beneficiary institutions and were therefore largely irrelevant in terms of decision-making and accountability. As a matter of policy, grantees were expected to implement a project steering committee (PSC), which served as a specially created organ to oversee the implementation of grant activities. Normally, these PSCs were constituted by representatives of the beneficiary organization as well as other relevant stakeholders. In no cases was the evaluation team able to identify a beneficiary organization that indicated the PSC as a value-add to the governance, accountability or efficiency of projects. Instead, convening PSC meetings became an additional administrative burden on the beneficiary agency. In some cases, beneficiaries did indicate that the PSC did serve a sort of public relations function wherein it facilitated more discussion with relevant stakeholders than what might have otherwise taken place, but this was more in the context of casual conversation and personal relationships than the specific role and function of the PSC.

Recommendation #13: *Revise the grant administration structure to leverage existing management structures within the beneficiary organization, with the option of establishing stakeholder consultation groups to serve as an advisory/consultative body when a project necessitates such a structure.*

6.2.1. Lessons Specific to Public Sector Grantees

Most governments in the region have little experience implementing trade agreements therefore likely required more resources than those contributed by CARTFund to make meaningful implementation progress on EPA and CSME. With the exception of the Dominican Republic implementing CAFTA, the eligible countries had relatively little experience negotiating and implementing international trade agreements prior to EPA. CSME and its predecessors provided some background and collective experience, but the overall status of implementation for all international agreements is minimal at the level of most CARIFORUM states, with a few notable exceptions like Dominican Republic and Trinidad and Tobago. In the context of CARTFund support to public sector entities, this meant that while CARTFund resources were dedicated to implementation, the actual capacity to undertake this implementation beyond the EPA unit that was created for the grant execution was very limited. The sustainability of implementation activities was therefore limited because once CARTFund resources dried up, public sector beneficiaries either had to rely on the standby facilities or drop implementation as a distinct activity. Furthermore, many of the public sector agencies face restrictions imposed by the IMF or their own governments with regard to hiring staff, so EPA implementation became a secondary activity to employees that already have a full work list.

Recommendation #14: *Either (a) focus on governments that demonstrate experience and previous investment in EPA implementation to pursue “demonstration cases” and maximize impact of scarce CARTFund resources or (b) tailor support to building up capacity and fiscal revenue streams to support EPA implementation, rather than directly funding EPA units over a relatively short period.*

There was a lack of expertise in terms of legislative drafting in most of the beneficiary countries, and this slowed the progress/reduced the quality of outputs for public sector projects. Many of the 15 public sector CARTFund projects provided some sort of support to activities related to legislative review and drafting to provide the legal basis for EPA and CSME implementation. The design documents for these activities were written without a clear assessment of legislative drafting capacity, particularly in the context of trade agreement implementation. As such, there was an extremely limited availability of expertise to support these operations. In some cases, one consultant was used in multiple EPA implementation projects to support legislative drafting across numerous jurisdictions. Beneficiaries reported a limited satisfaction of the quality of outputs by the experts procured to provide legislative-drafting services principally because these experts were overburdened.

Recommendation #15: *Build legislative drafting capacity at the program level, which can then be provided to relevant beneficiaries on a programmatic basis rather than as part of a project-level activity that must be procured for each project.*

6.2.2. Lessons Specific to Private Sector Grantees

The process to become “export ready,” while a requirement for CARTFund support, is an arduous process that requires substantial expertise, market expertise and an international network. As stated in the general beneficiary-level lessons, the readiness of firms to export was a requirement to be met in private sector grant applications for trade missions and for other export readiness activities for other firms that were not quite ready to export. However, many firms that were targeted as end-beneficiaries were not actually ready to enter European markets before or after CARTFund support. These end beneficiaries indicated that their expectations for support on detailed issues like access to finance, market intelligence and other serious constraints were only partially met at best. This signals an overall underestimation of the amount of effort and resources required to really make firms export ready.

***Recommendation #16:** Provide more in depth support through local business development service (BDS) and international market intelligence firms through the grantee agency, rather than relying on one-off training services for end-beneficiary staff.*

Trade shows were viewed favourably by end-beneficiaries of the private sector projects. However, there is little structured follow-through to support continued engagement after the trade show/mission. Similar to the aforementioned lesson, the specific activity of trade shows and trade missions was seen as successful by most of the beneficiaries that undertook this activity and that the evaluation team engaged. However, the follow-on support to promote relationship building and actual market entry following a trade mission was lacking, and this resulted in some trade mission participants not actually engaging in trade once the mission had been concluded. Grant executing agencies identified this as a major potential opportunity for follow on support.

***Recommendation #17:** Ensure grant activities include follow-on and post-care support to trade show/mission participants, particularly in fostering continued interaction with potential buyers/suppliers in the destination market.*

There are very limited on-going trade support programs identified by end-beneficiaries in the EU states to which they wish to export. End-beneficiaries of CARTFund support are not sure where to go for on-going support and market intelligence once the support provided through the grant terminates. There are no counterpart programs or corresponding institutions in EU states that can at a minimum carry on dialogue with interested Caribbean exporters. This diminishes the longevity of gains made. Similarly, there is a cultural and linguistic barrier with much of continental Europe that is challenging for Caribbean exporters to overcome on their own or even with the support of trade promotion and coalition entities.

***Recommendation #18:** Donor support to identify and build connections with destination-market import assistance (e.g. chambers of commerce) would complement trade promotion programs and help to ensure continued engagement between beneficiaries and target export markets after funding has ended.*

6.3. Additional Factors for Consideration

The following two key areas are issues that are well beyond the scope of CARTFund, and are rather key points that must be considered in the context of trade promotion efforts in the region. Because they are generally beyond the scope of programs like CARTFund, they are treated instead as key factors that must be considered and accounted for in program design but for which there may be no direct mitigating factor. Instead, they should be considered as key contextual challenges that require coordinated donor, national government and development finance efforts to overcome far beyond basket fund programs.

Access to adequate finance, arising from supply of finance constraints and demand-side 'bankability' constraints, is a major impediment to the growth of trade activity. As cited by the end beneficiaries in private sector projects, but relevant on a wider scale, the limited access to finance for the likely exporters in the Caribbean—small and medium-sized enterprises—presents a major constraint. Without the long term financing for production assets or adequate short term financing for operational expenses, potential exporters are not able to reach the quantity and quality required to efficiently sell their goods abroad. This is less of a challenge for service industries. However, without any actual assets to collateralize, service providers have even more constrained working capital and diminished access to financing to support things like advertising campaigns and market research. Particularly in the case of SMEs, it may have been beneficial to develop a two-tiered system within CARTFund to prioritize longer-term support for smaller potential exporters.

The EPA in particular may have prioritized sectors and services that are not competitive coming from the Caribbean to the EU member states. The EPA stresses the trade of services as a special focus area, and highlights a number of professional service areas like engineering, architecture and graphic design. These are incredibly competitive sectors in Europe, and they it is unlikely that Caribbean professional service providers are able to compete on cost and quality except for special geographic opportunities like construction in French overseas departments in the region. Many beneficiaries interviewed during the evaluation indicated that they simply could not compete with what they referred to as “commodity” technical service providers, particularly architects and engineers, operating remotely out of China and India in the European and other markets. These beneficiaries do not see themselves as having a competitive advantage in the European market, as neither training nor their previous experience within the region are oriented towards European style, materials or building codes; similarly, potential European customers seem, in the opinion of these beneficiaries, to be turning towards other European service providers in the wake of the recession out solidarity as well. Graphic design professionals, on the contrary, do have some competitive advantage because of the international appeal and style emanating from the Caribbean. Overall, the EPA may overstress the importance and feasibility of trade in these sectors from the Caribbean to Europe.

7. SUSTAINABILITY

This chapter presents a commentary on the prospects for sustainability and continued impact of CARTFund's activities. It also discusses in detail the constraining factors that diminish the prospects for longevity of these impacts in order to provide some insight into factors that must be addressed in future regional trade promotion activities.

7.1. Prospects for Continued Impact

The prospects for continued impact lie in a number of areas, with varying levels of opportunity. In general, there are two public sector and two private sector activities that constitute the major prospects for on-going impact.

On the public sector side, there is still much opportunity for continued support to promote the drafting and ratification of legislation related to EPA and CSME at the national level. This requires a substantial level of support, for the reasons outlined in the previous chapter, and also because there remains a significant amount of work to be done. On the public sector side, this is the key prospect for continued impact, and it will likely become a constraining factor if national governments do not receive the support needed to develop required legislation.

Similarly, more investment on the public sector side in trade support infrastructure, particularly in accreditation labs and quality assurance agencies, is required. This essential aspect exists in some form now through CROSQ, but it requires additional support at the national level through the establishment of national or regional agencies that actively and effectively serve the needs of potential exporters. Without sufficient support infrastructure, exporters will not be able to achieve the quality standards for global competitiveness. Among other entities, the EPA and CSME standby facilities provided by the EU and managed by the CDB ought to and do to an extent capitalize on these prospective opportunities focused on public sector support.

Unfortunately, there is precious little fiscal resource available for regional governments to continue these kinds of activities without supplemental resources provided by donor governments. Regional governments were forced to retrench their limited revenue streams in the wake of the 2008 financial crisis; a major portion of this revenue comes from trade tariffs. As such, there are limited resources, and in some cases limited appetite, to open up trade further at the loss of tariff revenues.

For private sector activities, the destination-country logistics issues that hinder distribution in the target market, namely Europe but also other contexts, of Caribbean goods and services is another opportunity for continued impact. CEDA currently has on-going initiatives to address some of these issues and "pave the way" for Caribbean exporters. Enhancing the resources available to such an initiative, particularly given the track record of CEDA, would be an excellent opportunity for continued impact.

The second private sector side prospect could be focused on building up the success stories of market access achieved by Caribbean exporters. More communication and more detailed

elaboration of “how they did it” would help to build the confidence of prospective exporters that such an entry were possible. It would also give a tangible example that might help attract business into considering export as a viable strategy. Complementary support to help these potential exporters develop detailed market entry plans, secure market intelligence, procure marketing and research support, undertake trade missions and make contacts in target markets would go a long way to sustaining the impacts achieved by CARTFund.

7.2. Conditions for Sustainability

There are a number of conditions for ensuring sustainability of the gains made by CARTFund, and these may be equally relevant to any complementary program that may be formulated to promote regional trade in the regional context. They fall primarily on three levels, namely beneficiary, administration and policy.

At the beneficiary level, it is essential first that the firm-level growth constraints facing potential and active exporters in the region be addressed. The leading underlying constraint is the limited access to finance, as discussed in the previous chapter. However, a related and equally important aspect is the awareness of and active engagement with potential export markets by the private sector in the region. On-going awareness raising and fostering of engagement across the region and the Atlantic is an essential condition for growing exports. Support to address these firm-level growth constraints and simultaneously present the real opportunities in foreign markets for Caribbean goods are key conditions to maintaining the results achieved.

The private sector, through associations and also through the investment of their own resources, should continue to seek intra-regional and international trade opportunities. Furthermore, private sector support agencies like CEDA also play a key role in raising the profile of these activities, and organizing a coordinated voice on behalf of private sector exporters to demonstrate the financial gains from export and the latent demand for additional support from governments and donors to open more trade opportunities through EPA and CSME implementation, among other activities.

At the administration level, the key conditions for the enhancing the sustainability of basket funds promoting trade include the following:

- Streamline the review and approval process to make modification to the design of grant operations feasible; many beneficiaries lamented the fact that lessons learned in grant implementation could not be structurally integrated through revising the project design
- Retain and convert to full time the team that has managed CARTFund to preserve institutional memory, particularly given the disjointed nature of administrative records and performance data; this staff must be further empowered to design and implement operational strategies for similar funds in order to make their work more impactful and require less hands-on time with projects
- Identify bottlenecks and modify the recommended procedures provided to beneficiaries, particularly in the areas of consultant identification, procurement and results reporting.

At the policy level, there are some major conditions that must be met for CARTFund's achievements to be sustained. This leading condition lies in the prioritization of CSME and EPA implementation at the highest levels of CARICOM and CARIFORUM national governments. Absent this strong support, it is unlikely that other conditions will be met. Beyond this, it is essential that additional capacity building in legislative drafting be provided to many of the national governments in terms of trade legislation.

Governments must make the fiscal space required to provide sufficient resources to this kind of capacity building, as well as for on-going EPA and CSME implementation. Retention of staff, particularly those that have previously worked on EPA implementation, is another condition within the policy level. Finally, the national governments, building on their collective prioritization of EPA and CSME implementation, must identify and promote a champion for EPA implementation. The best candidate for this champion status is likely to be CEDA, as there are few national institutions with the expertise or breadth to serve as a champion.

Overall, unless these conditions are met, it will be challenging to maintain the impacts achieved by CARTFund, and more generally the on-going implementation of EPA and CSME. There is no doubt of the value of the implementation of these agreements to the region, but there remain a number of technical and political constraints that must be addressed to achieve sustainable results.

8. CONCLUSION

8.1. Conclusions

The purpose of the evaluation was to assess the extent to which CARTFund has delivered the expected outcome of generating momentum in the Caribbean behind the implementation of the Economic Partnership Agreement with the EU as well as CARICOM's Single Market and Economy.

The short answer is that CARTFund did, in certain respects, generate some momentum around both trade agreements, within the limitations of its resources and the wide scope of the implementation demands. The project was relevant to the Caribbean, and as a demand-driven mechanism presented a unique opportunity, that prior to the establishment of the CSME and EPA Standby facilities, was unfilled. The fund was able to respond to both the private and public sectors, which are both critical actors in the implementation process.

Was CARTFund effective? If effectiveness is being measured against the expected results in the project's logical framework, it is difficult to demonstrate effectiveness against targeted results as there was insufficient verifiable data to make an assessment. The assumption was made that CARICOM and CARIFORUM had the resources to monitor the implementation of both agreements so as to correlate CARTFund's activities with implementation progress. This did not occur, so there was no verifiable quantifiable measure of effectiveness against outcome. The EU-funded study enabled a more qualitative assessment of CARTFund's contribution, but even this was limited. In addition, the fact that the majority sub-projects were still under execution rendered a comprehensive assessment of the projects' outcomes premature.

As the team has argued in this report, the selected success indicators were unsuitable to truly assess effectiveness of a demand-driven facility such as this, and the log frame should have been revised to better reflect the characteristics of the project portfolio. The impact and outcome level results expected to be attained by CARTFund were unrealistic, and it would be a disservice to use these as the basis to assess the success of the program. The program was not effective in strategically incorporating gender and social equity considerations, however in reality it was never designed to do so.

In hindsight, the program could have perhaps deliberated on a strategy to guide the selection of projects according to more defined criteria, whose results could be aggregated at the program level for greater strategic impact. CARTFund was compromised by a lack of dedicated monitoring and evaluation and perhaps trade and private sector and gender expertise.

The qualitative assessment of effectiveness rests on the extent to which the CARTFund – supported activities were shown to demonstrate a contribution to EPA and CSME implementation. This, the evaluation was able to do, and there are clear areas where CARTFund was able to provide sector-wide or broad-based results as well as national and firm level effects. There were however a few projects which in our view did not specifically address either

agreement and represented a more private sector or sector-specific development orientation. While the projects may have delivered benefits, by supporting them CARTFund diverted resources from strict EPA and CSME implementation for which there are already insufficient resources.

Effectiveness also has to be assessed with reference to the potential for the effects to survive after donor funding is expended. In this regard the effectiveness of CARTFund is compromised by the poor prospects for timely legislative enactment and continued public sector support of EPA units in the face of fiscal constraints. The possible bright spot, is the continued support of entities such as CEDA, ExpOrTT, JAMPRO, DCSI and SLCSI to drive the services agenda and private sector market penetration. Many of these agencies have received additional funding which may enable them to build on the momentum generated by CARTFund. If the laboratories in the Dominican Republic, Jamaica, Guyana and Grenada are certified, this can also contribute to the effectiveness of CARTFund as these benefits too will likely be sustained, as they assist the private sector to meet the quality demands of the EU market.

With respect to efficiency there were two considerations – efficiency of project administration and efficiency of the project execution. The appraisal process, the requirements to mobilize to meet conditions precedent, the insistence on a PSC and procurement and consultant management processes were not optimal and in some cases unsuitable for the efficient operation of a basket fund with the mandate of CARTFund. The protracted process to terminate projects also contributed to inefficient use of the monetary resources as well as the CARTFund management human resources. Sub-project implementation was rendered inefficient due to lack of project management skills, lack of political will, poor consultant selection and weak technical expertise.

The value of the basket fund approach may have been validated by the replication of the CARTFund mechanism within CDB with the CSME and EPA Standby Facilities. The evaluation team cautions however, that unless the targets are realistic and project administration resources are enhanced to more adequately handle the volume and technical demands of these kinds of basket fund programs, this modality will not return the optimum value for money or developmental results.

8.2. Recommendations

While they were already detailed in conjunction with the lessons learned presented in Chapter 6, the evaluation has yielded 18 key recommendations to be considered and integrated in future basket fund operations, particularly those that relate to EPA or other similar trade agreement implementation and private sector development. These recommendations fall into certain categories as indicated below:

Recommendations on Program Design:

Recommendation	Description
1. Private Sector Engagement	Ensure participation of representatives of all key stakeholders, including the private sector, in regional trade promotion programs, particularly those related to EPA implementation.
2. Tailoring Administrative Arrangements	During project design, a careful assessment of existing administrative arrangements should be made to ensure that existing structures will serve the scope, scale and character of basket fund operations; efforts should be made to modify mechanisms/arrangements as necessary.
3. Precise Focus	Concentrate the focus of basket funds to provide more precise and programmatic support oriented at a few key targets; this may result in slower utilization of resources, but it will ensure better administrative efficiency and better prospects for measuring results.
4. Comprehensive Gender Strategy	Ensure that a gender strategy is included in the design documentation of each basket fund, and that these specific strategies build upon the strategies of both donors and implementing agencies.
5. Administrative Outsourcing	Consider using fully outsourced project implementation units whose financial incentives are closely tied to documented results at the beneficiary level; also, ensure that administrative support scales to the increasing size of a basket fund portfolio over time.
6. Facilitate Sharing among Beneficiaries	Build sharing mechanisms through an online forum or periodic beneficiary workshops that facilitate beneficiary lessons sharing instead of relying on these connections to be made by program administrative staff.

Recommendations on Results Targeting and Measurement:

Recommendation	Description
7. Achievable and Attributable Targets	Establish program and project-level results targets that are achievable and attributable, rather than using results frameworks as a way to convey a long-term vision for the economic condition of the beneficiary country or region. Absent reasonable results targets, basket funds will struggle to demonstrate effectiveness.
8. Sensitization as a Desired Target	For private sector projects, the focus should primarily be on laying the initial groundwork to encourage potential exporters to consider the EU

	as a viable market by providing in depth market research and coaching.
9. Verify Capacity Assumptions	The program design should be based on deep engagement with the target beneficiaries in order to ensure that assumptions about capacity and appetite are accurate; in the case of CARTFund, much more effort should have been dedicated to awareness-raising efforts about EPA and CSME.
10. Select Demonstration Countries	Select key countries that can serve as “demonstration” countries and ensure that results are well documented and publicized; this will attract strong engagement from regional governments and also on-going donor support better than the diluted impacts of a few projects in each country.

Recommendations regarding Beneficiary Capacity:

Recommendation	Description
11. Secure Internal Ownership of Project Management	Grant project design should be based on deep engagement with the target beneficiary in order to ensure that assumptions about capacity and appetite are accurate; employ an explicit preference for grant applications that do not require project coordinators to be externally procured, but rather embedded with existing staff.
12. Tailor Procurement Processes	Tailor the procurement guidelines to integrate lessons learned from CARTFund beneficiaries, including interviews, case-based testing for candidates and reference checking within the overall procurement process.
13. Utilize Existing Admin Structures	Revise the grant administration structure to leverage existing management structures within the beneficiary organization, with the option of establishing stakeholder consultation groups to serve as an advisory/consultative body when a project necessitates such a structure.

Recommendations specific to Public Sector Beneficiaries:

Recommendation	Description
14. Leverage Existing or Better Build Implementation Experience	Either (a) focus on governments that demonstrate experience and previous investment in EPA implementation to pursue “demonstration cases” and maximize impact of scarce CARTFund resources or (b) tailor support to building up capacity and fiscal revenue streams to support EPA implementation, rather than directly funding EPA units over a relatively short period.
15. Program Legislative Drafting Support Globally	Build legislative drafting capacity at the program level, which can then be provided to relevant beneficiaries on a programmatic basis rather than as part of a project-level activity that must be procured for each project.

Recommendations Specific to Private Sector Beneficiaries:

Recommendation	Description
16. Support Local BDS for On-going Support	Provide more in depth support through local business development service (BDS) and international market intelligence firms through the grantee agency, rather than relying on one-off training services for end-beneficiary staff.
17. Provide Trade Mission Post-Care	Ensure grant activities include follow-on and post-care support to trade show/mission participants, particularly in fostering continued interaction with potential buyers/suppliers in the destination market.
18. Develop Target Market Networks	Donor support to identify and build connections with destination-market import assistance (e.g. chambers of commerce) would complement trade promotion programs and help to ensure continued engagement between beneficiaries and target export markets after funding has ended.

ANNEX A: TERMS OF REFERENCE

TERMS OF REFERENCE

Evaluation of the Caribbean Aid for Trade and Regional Integration Trust Fund (CARTFund)

1. Consultancy Overview

Purpose: The UK Department for International Development (DFID) is seeking to contract a Service Provider (SP) – a consultant or team of consultants to conduct an evaluation of the Caribbean Aid for Trade and Regional Integration Trust Fund (CARTFund). The evaluation will, inter alia, identify key successes, lessons learned, assess the effectiveness of CARTFund as a delivery model and help inform future support to trade and regional integration in the Caribbean, as well as in other developing regions where EPAs have been agreed with the EU. These terms of reference, therefore, set out the scope of work, requirements and reporting procedures for the SP that will carry out the evaluation.

Approximate consultancy time required: 45 person days

Estimated timeline of consultancy: January – March 2015

Location of Evaluation: CARIFORUM members including field work in Barbados, Jamaica, Trinidad and Tobago, and two OECS states including St Lucia as a minimum.

2. Background

Economic context and the EPA: The Caribbean is a region composed of small, open economies, which are vulnerable to economic shocks, natural disasters and climate change, as well as to social risks from high levels of crime and relatively high prevalence of HIV and AIDS. UK support is being provided in a Caribbean economic context of low growth, declining competitiveness, high public debt and limited diversification. Caribbean economies have suffered from the loss of preferential trade arrangements with European countries after the World Trade Organisation (WTO) ruled against them at the end of the so-called ‘Banana Wars’.

In 2008, an Economic Partnership Agreement (EPA) was agreed between the European Union and CARIFORUM (CARICOM plus the Dominican Republic). This was the first such agreement to be completed by the EU. This free-trade agreement aims to replace the preferential trade arrangements that many Caribbean countries had enjoyed with some EU Member States with a WTO-compliant agreement that put trade at the service of development. The EPA is intended to provide predictability in the market access open to Caribbean countries and ensure duty-free, quota-free access for all products into the EU. The agreement also includes;

- Opening up trade in investment and services,
- Making it easier to do business in the Caribbean, and
- Financial support from the EU for public and private sector organisations in the Caribbean to implement and take advantage of the EPA.

Initially the EPA is non-reciprocal, although EU exports of sensitive products will gradually be liberalised over a 25-year period.

The economic situation in the Caribbean has worsened since the EPA was agreed in 2008, with the prolonged negative effects of the world economic crisis on Caribbean economies, financial sector stability challenges and deepening of the public sector financial problems in some countries. This has diverted attention from the implementation of the EPA. The political environment supporting regional integration has also worsened, with studies pointing to “crisis” in the regional integration process and institutions, and continued delays in the implementation of the CARICOM Single Market and Economy (CSME). Stimulating growth remains vital for the region’s economic viability, and in this vein, support to help boost exports and diversify the economy is important, especially in such small economies. The CARIFORUM trade deficit with the EU was €0.8billion in 2013.

UK Aid for Trade: The UK is providing £10.1million to help the Caribbean to implement and take advantage of its trade and development deal with Europe, as well as its own regional economic integration initiative, the CARICOM Single Market and Economy (CSME). DFID has set up a £10million Trust Fund at the Caribbean Development Bank (CDB). CDB manages the Fund, while a Steering Committee chaired by DFID, oversees the Fund and approves projects. The Steering Committee includes representatives from the Secretariat of the primary regional integration institution in the Caribbean – the Caribbean Community (CARICOM), and from the wider grouping CARIFORUM (which includes the Dominican Republic).

The Trust Fund operates as a basket fund financing individual projects. Eligible Governments, civil society organisations and private sector organisations can access financing for approved projects relevant to implementing and capitalising on the Economic Partnership Agreement with Europe and the CARICOM Single Market and Economy. Projects supported include:

- providing technical assistance to help Governments put in place the administrative, legislative and policy systems and processes to meet their commitments under the EPA and CSME,
- helping the private sector access new markets,
- helping the Caribbean to improve product testing and quality for export,
- cutting red tape in trade processing, and
- helping to develop existing or new sectors with export potential, including services.

According to the logical framework for the project (see attachment 1) the intended impact is to increase Caribbean trade with Europe (including the French Caribbean) and intra-regional trade within the Caribbean through generating momentum behind implementing the CSME and EPA. The three outputs for the programme are identified as follows;

Output 1: Private sector oriented initiatives for EPA implementation supported.

Output 2: Regional and national public structures and processes strengthened in recipient countries / agencies for EPA and integration.

Output 3: CARTFund mechanism publicized and lessons shared.

The project began in April 2009 and was last reviewed in January 2014. It is currently scheduled to end on December 31st, 2014 and a project completion review will be conducted by DFID in the spring of 2015. Some activity in sub-projects will need to continue into 2015 due to delays with start-up.

3. The Purpose and Objectives of the Evaluation

The purpose of the evaluation is to assess the extent to which CARTFund has delivered the expected outcome of generating momentum in the Caribbean behind the implementation of the Economic Partnership Agreement with the EU as well as CARICOM's Caribbean Single Market and Economy, with reference to the questions set out in Table 1.

The evaluation will be used by DFID Caribbean to inform the design and implementation of a new portfolio of projects in 2015 and 2016 aimed to promote economic growth in the Caribbean region. The evaluation will be shared with DFID teams working in countries and regions that have entered into EPAs with the EU to share lessons from the Caribbean experience and to inform decisions on the support DFID provides in other regions. It is also expected that the evaluation findings will be of broader interest to other development institutions and agencies in the Caribbean and DFID will make the evaluation available to these organisations.

The evaluation should examine the project design and assess the effectiveness and value-added of the 'basket-fund' approach. It should explore and explain differences in the success and failure of sub-projects across a variety of sectors and countries (including a mixture of public and private sector initiatives). The evaluation should also identify any unexpected or unplanned issues, in consultation with CDB and beneficiaries that may have hindered or facilitated the success of the project. Additionally, it should outline the lessons learned from the project which can be applied to the development of trade and economic growth projects in the Caribbean, other regional funding mechanisms, as well as in other developing regions where EPA have been agreed with the EU.

As well as the points above, the evaluation should also assess;

- The effectiveness of the project, including in supporting and stimulating implementation of the EPA by Caribbean governments.
- The success of the project in generating wider regional integration in the Caribbean.
- The impact of the project on addressing issues of inclusiveness, including its impacts on women and girls.

Table 1: CARTFund evaluation questions

Category	Type of questions to consider
Relevance	<ul style="list-style-type: none"> • To what extent are the objectives of the Project still valid? • Is the project supporting activities/projects/programmes that are consistent with the overall objectives of the CARTFund? • Are the activities of the project consistent with the intended impacts and effects of the CARTFund? • What contribution has the project made or is expected to make to

	increasing intra-regional Caribbean trade and trade with the EU?
Effectiveness	<ul style="list-style-type: none"> To what extent have outcomes been delivered/likely to be achieved? What are the major factors influencing the achievement or non-achievement of outcomes? To what extent has the project delivered its intended outputs to time and to cost? How have benefits been distributed amongst different groups (poor/women/men/rural/urban)?
Efficiency	<ul style="list-style-type: none"> Were activities cost-efficient? What are major cost drivers for the different types of activities under the project? Were project outputs delivered on time? Were project activities implemented in the most efficient way compared to alternatives?
Impact	<ul style="list-style-type: none"> What change (positive or negative, direct/indirect; intended/non intended), if any, has happened as a result of CARTFund? What has been the impact (on local, social, economic, environmental, and other development indicators) of CARTFund? What real quantifiable difference has the intervention made to beneficiaries in the above-mentioned areas?
Sustainability	<ul style="list-style-type: none"> To what extent will the benefits, outcomes and impacts of the project continue after donor funding ceased? What were the major factors which influence(d) the likely achievement or non-achievement of sustainability of the project? How has the governance structure of the project contributed or influenced its achievements/non-achievements?

4. Evaluation Scope and Criteria

The SP is expected to provide a total of 45 work days during the period January to March, 2015. The consultancy will commence in Barbados as this is the location of the Caribbean Development Bank (CDB), which manages CARTFund's implementation. Field visits will also be paid to Jamaica, Trinidad and Tobago and two OECS states as a minimum to meet with partners of the project and direct and downstream beneficiaries in public sector organisations and private sector businesses. Members of the CARTFund Steering Committee must be consulted for their views. The SP is also expected to conduct telephone interviews with stakeholders from other CARIFORUM states.

The SP will be requested to provide evidence of the degree to which the project has been effective and efficient in achieving its objectives using the logical-frame work as a guide. The SP will also be expected to examine the longer-term impacts of the project. The evaluation is expected to include the documentation of lessons learned, findings and recommendations for future programmes.

5. Methodological Approach

The evaluation is expected to utilize a range of participatory evaluation methods, to test and explore causal relationships, deploying a combination of quantitative and qualitative research methods as appropriate. Specifically these will include:

- 1) Review of documentation, including but not limited to:
 - a. Project documents
 - b. Semi-annual reports
 - c. Audited financial statements
 - d. Monitoring framework
 - e. Public communications and outreach materials
 - f. Steering Committee minutes

- 2) Interviews in the field with stakeholders, including but not limited to:
 - a. Project team at the CDB and within DFID Caribbean as well as all members of the project Steering Committee,
 - b. Sub-project stakeholders from a cross-section of CARTFund projects. This sample should include sub-projects from the three major project clusters, projects that have achieved varying levels of success and projects in both the public and private sector.
 - c. Downstream beneficiaries from CARTFund supported sub-projects.

- 3) Additional documents / information:
 - a. Strengthening Results Monitoring for the Caribbean Aid for Trade and Regional Integration Trust Fund
 - b. DFID annual reviews of CARTFund
 - c. EU and CARIFORUM reports on EPA implementation

Use of experimental or quasi-experimental methods is not envisaged. However there may be scope to deploy counterfactuals at the activity level to answer specific questions comparing the application of interventions in different contexts. It is particularly important that views from intended beneficiaries of the project are sought. The project's logical framework will provide the indicators expected to have been achieved by the end of the project.

6. Reporting and outputs / deliverables

The SP will report to the CARTFund project manager in DFID Caribbean who will forward to the Steering Committee.

In completing this evaluation, the SP will be expected to produce:

- a. **An inception report** two weeks after the signing of the contract. This report will include a detailed work plan for the execution of the assignment, methodology to be followed and the timeline for accomplishment of the tasks of the assignment.

- b. **A draft evaluation report** that should be concise and follow the thematic areas identified in Table 1 above. This draft report will be shared with DFID, the CDB and the CARTFund Steering Committee to enable a review to be undertaken to identify

any factual inaccuracies that may need to be addressed. This draft will be shared with CARICOM and other relevant partners for their views.

This draft report, to be submitted in both hard and soft copies, is expected by the ending of the second month of the assignment. DFID, CDB and the project Steering Committee will provide written comments on the draft at least two (2) weeks after receiving the draft report.

- c) A copy of the **final report**, in both hard and soft copies, is to be submitted to DFID Caribbean at a maximum of 2 weeks after receiving the written comments.

The report will be published on the DFID website and shared with other development agencies and institutions working in the Caribbean.

7. Evaluation Quality and Ethical Standards

The evaluator will take all reasonable steps to ensure that the security and dignity of affected populations is not compromised and that disruption to on-going operation is minimized. It is expected that the evaluation will adhere to the ethical and quality standards as outlined in the Evaluation Quality Standards of the Development Assistance Committee (DAC) of the OECD at www.oecd.org/dataoecd/30/62/36596604.

ANNEX B: STAKEHOLDER CONTACT LIST

[Removed from published version in accordance
with DFID rules]

ANNEX C: CARTFUND REGIONAL CONTEXT

A. The Caribbean Economy - CARICOM and CARIFORUM Trading Regions

Geographically, the countries of the Caribbean are those islands sharing the Caribbean Sea, however, politically, the Caribbean tends to refer to the independent Commonwealth island states, Haiti, the Dominican Republic, and the mainland territories of Belize, Guyana and Suriname. The overseas territories of France, the Netherlands, the United Kingdom, and United States, while geographically part of the Caribbean, as territories with limited self-government, are restricted to the extent to which they politically and economically engage with the rest of the region. There are diplomatic relations, but minimal trade between Cuba and the rest of the Caribbean.

Caribbean states share similar historical and cultural roots but are diverse in terms of geography, demography and levels of economic development, with the largest countries (Haiti and the Dominican Republic) having populations of over 10 million while the smallest independent territory (St. Kitts & Nevis) has a population of approximately 54,000. GDP per capita ranges from US\$21,910 (the Bahamas) to US\$771 (Haiti).

The economies of these Caribbean states are small, open, uncompetitive, undiversified and vulnerable to external shocks, natural disasters and climate change. They have largely shifted from dependence on a limited number of agricultural products toward provision of services, particularly tourism. The USA is CARICOM's most significant market for exports (44.2%) and with the EU second (15.1%).²³ The majority of intra-regional trade is dominated by petroleum and manufactured goods from Trinidad.

Since the 1970's, annual per capita growth rates have declined from an average of 3.9% in the 1970s to 2.2% in the 1980s, 1.9% in the 1990s. In 2009, average GDP growth was -1.7%. Recognizing the limitations of independent small island and continental economies within a global trade and geopolitical environment, the countries of the Caribbean have pursued regional cooperation and integration at progressively deeper levels, governed by various treaties and agreements which have been revised over time:

- The Treaty of Chaguaramas 1973 established the Caribbean Community - CARICOM, comprising independent Commonwealth Caribbean Countries²⁴. The Grand Anse Declaration of 1989 committed CARICOM Leaders to work towards the establishment of a Single Market and Economy (CSME) for the Caribbean Community. In 1992, CARICOM created the Inter-Governmental Task Force to supervise the revision of the Treaty of Chaguaramas. The Revised Treaty of Chaguaramas (2001), formally established the CSME through nine protocols amending the original Treaty provisions. While the

²³ 2013 figures CARICOM Press release 167/2013

²⁴ The member states of CARICOM are Antigua and Barbuda, the Bahamas, Barbados, Belize, The Commonwealth of Dominica, Grenada, Guyana, Grenada, Haiti, Jamaica, Monsterrat, St. Kitts & Nevis, Saint Lucia, St. Vincent & the Grenadines, Suriname and Trinidad and Tobago.

Revised Treaty establishes the regional framework, individual countries must amend national legislation to comply with the Amended protocols. The Single Market came into force in January 2006 and the Single Economy was expected to come on stream in 2015.

- At the sub-regional level, The Treaty of Basseterre (1981), established the East Caribbean Common Market.²⁵ Under the Revised Treaty of Basseterre 2011, the countries of the Organization of Eastern Caribbean States (OECS) committed to the creation of a single economic and financial space through the establishment of the OECS Economic Union.
- CARIFORUM (The Caribbean Forum of African, Caribbean and Pacific States) was established as a political group in October 1992 to manage and coordinate policy dialogue between the Caribbean Region and the European Union; (initially around the Lomé Convention trade agreement negotiations in the 1970s), and to promote integration and cooperation in the Caribbean. It comprises the CARICOM states, plus the Dominican Republic.

B. The Caribbean Single Market and Economy (CSME)

In summary, the main objectives of the CSME are full use of labour (full employment) and full exploitation of the other factors of production (natural resources and capital); competitive production leading to greater variety and quantity of products and services to trade with other countries. It is expected that these objectives will provide improved standards of living and work and sustained economic development for the region.

The revised Treaty comprises nine (9) protocols, each dealing with a specific issue and updating the original Treaty provisions:

Protocol 1

The Organs and Institutional Arrangements of the Community (addresses the administrative elements and decision making and implementation arrangements and processes)

Protocol 2

Establishment, Services and Capital (addresses the rights of community nationals to provide services, establish businesses and move capital throughout CARICOM)

Protocol 3

Industrial Policy (addresses coordination of industrial development in the Community)

Protocol 4

Trade Policy (determines how trade in goods will be conducted)

Protocol 5

Agricultural Policy (addresses development and transformation of the agricultural sector)

²⁵ Full members include Antigua and Barbuda, Dominica, Grenada, St. Lucia, St. Kitts and Nevis, St. Vincent and the Grenadines and Montserrat.

Protocol 6

Transport Policy (governs intra-regional air and maritime transport which facilitates the movement of goods and people within the Community and between the Community and third party states)

Protocol 7

Disadvantaged Countries, Regions and Sectors (facilitates the development of countries, regions and sectors which may be at a disadvantage as a result of the operation of the CSME)

Protocol 8

Competition Policy, Consumer Protection, Dumping and Subsidies (outlines guidelines for protecting members – including member states, businesses and individuals) from unfair trade practices and anti-competitive activities.

Protocol 9

Dispute Settlement (framework for settling Treaty disputes within the Community).

Under the Agreement there are five core regimes which are of most immediate concern to citizens and the private sector as they impact of the ability of individuals and enterprises to operate within the single market. They function through core pieces of legislation, institutional arrangements and administrative processes as mandated by the Revised Treaty and decisions of the Conference of Heads of Government for Member States. These are:

- The Movement of Skills
- The Movement of Goods
- The Movement of Services
- Rights of Establishment
- Movement of Capital

C. The CARIFORUM-EU Partnership Agreement

The Caribbean has had extensive historical trade relations with Europe, a legacy of the region's colonization by European powers. Under the Cotonou Agreement signed in 2000, the European Community unilaterally granted former colonies of the African, Caribbean and Pacific (ACP) regions non-reciprocal preferential market access which served to enable agricultural exports to Europe despite lack of competitiveness compared with Latin American or Asian producers. After the World Trade Organisation (WTO) ruled against them at the end of the so-called 'Banana Wars', Caribbean economies have since suffered from the loss of these preferential trade arrangements.²⁶

The Economic Partnership Agreement between the European Union and CARIFORUM Countries, successor to the Cotonou Agreement, came into force in December 2008; and was the first EPA to be completed between Europe and one of the six sub-regions of the ACP. This free-trade

²⁶ The "Banana Wars" refers to the culmination of a six-year trade quarrel between the US and the EU. The US complained that preferential access of ACP-produced bananas to European markets broke free trade rules.

agreement aims to replace the preferential trade arrangements with a WTO-compliant agreement. The full implementation of the agreement will result in the liberalization of close to 90% of all trade between the parties which is to occur within 25 years on a phased basis. The full extent of the CARIFORUM market liberalization will not be realized until 2033, at which time there should be 86.9% import liberalization on EU products.

The EPA is intended to provide predictability in market access by Caribbean countries and ensure duty-free, quota-free access for all products into the EU. Through enhanced open trade, it is expected that the EPA will:

- Expand and improve CARIFORUM's industries and economic growth by enabling CARIFORUM states to develop exports in services and a wider range of goods in which they have a comparative advantage;
- Increase employment and business opportunities;
- Improve CARIFORUM's access to European technology and technical 'know how';
- Increase competition within CARIFORUM and thereby improve efficiency in production processes.

The main sections of the EPA are as follows:

Part I: Trade Partnership for Sustainable development

Objectives, principles, sustainable development, regional integration, monitoring, cooperation in international fora, development cooperation, cooperation priorities

Part II: Trade and Trade related Matters

I. Trade in goods : *Customs duties, trade defense instruments, non-tariff measures, customs and trade facilitation, agriculture and fisheries, technical barriers to trade, sanitary and phyto-sanitary measures*

II. Investment, trade in services, e-commerce

III. Current payments and capital movement

IV. Trade related issues: *Competition, Innovation and Intellectual Property; Public Procurement; Environment; Social Aspects, Protection of personal data*

Part III: Dispute Avoidance and Settlement

Consultation and mediation, dispute settlement procedures

Part IV: General Exceptions

Part V: Institutional Provisions *Joint CARIFORUM-EC Council, CARIFORUM-EC Trade and Development Committee, CARIFORUM-EC Parliamentary Committee, CARIFORUM-EC Consultative Committee*

Part VI: General and Final Provisions

- **Protocol I:** Concerning the Definition of the Concept of “Originating Products” and Methods of Administrative Cooperation
- **Protocol II:** On Mutual Administrative Assistance in Customs Matters
- **Protocol III:** On Cultural Cooperation

The EPA aims at achieving sustainable development by establishing a trade partnership which promotes regional integration and the gradual integration of CARIFORUM countries. The EPA’s rules ensure that trade and investment between CARIFORUM and the European Union are conducted on a transparent and predictable basis. The Agreement recognizes the marked differences in size and level of development between the two regions; and is said to put “trade at the service of development”.

Like the CSME, the EPA provisions demand that CARIFORUM countries undertake significant policy, legislative and institutional adjustments to comply with the terms of the Agreement, and provide an opportunity for export-ready private sector providers of goods and services to take advantage of the free trade opportunities. Although the trade liberalisation commitments will be phased over time, the reform process will require significant resources to implement, and short term loss of customs revenue; and the private sector will have to become more competitive and proactive. Recognizing this, the EPA includes a commitment for development cooperation. Under the EU's Aid-for-Trade Strategy, EU Member States were committed to reach an annual amount of € 1 billion to ACP states by 2010 in trade-related assistance, with approximately 10% (€100 million) per year dedicated to the Caribbean.

D. Regional Context at the Time of CARTFund Approval

While the CSME preceded the EPA, and conceptually, represents a much deeper level of integration, the newer EPA was considered by some as a catalyst to governments in the region to implement policies already agreed to, while others saw the EPA as undermining efforts towards establishing the CSME.²⁷ Despite a seeming lack of consensus, there are clear areas of synergy. The EPA advances the CSME process by locking in harmonized regional policies throughout the Agreement, for example, the issue of free circulation, Mutual Recognition Agreements (MRAs) and the provisions on Sanitary and Phytosanitary/Technical Barriers to Trade (SPS/TBT) which call for the development and application of region-wide policies.

Notwithstanding, the EPA commitments brought a new set of implementation challenges to CARIFORUM countries at both national and regional levels with specified deadlines. These included the need for legislative approval or amendments, policy and administrative reforms; institutional creation, adaptation or capacity building; private sector stimulus and engagement, infrastructure development, and trade-related communication and information dissemination.

This situation must also be viewed within the context of limited experience in the region of implementing trade agreements, notwithstanding the protracted period since the Revised Treaty was signed. The Dominican Republic is the notable exception with CAFTA-DR (Central American Free Trade Agreement). Previous CARICOM trade agreements were far more limited

²⁷ ECLAC. The CARIFORUM-EU Economic Partnership Agreement (EPA): An Assessment Of Issues Relating To Market Access, Safeguards And Implications For Regional Integration (2008)

in scope, with some less developed members (OECS states and Belize) exempted from some reciprocal obligations. CARICOM had never negotiated trade in services schedules outside of the WTO context, where liberalisation commitments of individual countries are minimal. The EPA also included undertakings in relation to such subjects as innovation and intellectual property, transparency in government procurement and personal data protection, the implementation of which had not been completed or undertaken within the CSME.²⁸

E. Implementation of the Caribbean Single Market and Economy (CSME)

By 2007, the Single Market component (freedom of movement of goods, services, capital, business enterprise and skilled labour) was considered by CARICOM to be largely completed, while the Single Economy was scheduled to enter into effect by 2015.²⁹ Remaining activities included harmonisation of policies, laws and regulations; enhanced monetary cooperation, and common external economic policies. A Roadmap for the implementation of the Single Economy *“Towards a Single Development Vision and the Role of the Single Economy”*, was approved by the Twenty-Eighth Meeting of The Conference of Heads of Government of The Caribbean Community in July 2007. The report was the product of extensive consultation and was intended to provide a vision for broad-based stakeholder support. The report acknowledges that there was a “huge information deficit” regarding the CSME among the ordinary citizens and a “major credibility gap” regarding its completion. ... that many citizens were cynical about the slow pace of implementation, while others are apprehensive about the possible adverse effects of increased competition for jobs and markets.

At the time of the approval of the CARTFund in 2009, eight (8) years after the Revised Treaty of Chaguaramas and 20 years since the signing of the Grand Anse Declaration, CSME implementation was described by the CARICOM Secretariat as “a work in progress”.³⁰ Despite the contention that the single market activities were largely completed, efforts were still being directed towards the effective operation of the regimes for goods and services, movement of capital, right of establishment, movement of skills, competition, procurement and e-commerce.

It was acknowledged at the time by CARICOM that CSME implementation was constrained by the capacity of some member states. According to the Chair of the 2009 CARICOM Convocation on the CSME, Prime Minister David Thompson, the CARICOM Single Market was working but varying levels of commitment and emphasis on specific initiatives “bedevil implementation in a consistent and timely manner.”³¹ Other stakeholders expressed disappointment “at the pace of the integration movement’s flagship programme”, and the fact that “key elements of the CSME were not in place some 20 years after the Grand Anse Declaration that laid the foundation for the CSME”. While acknowledging progress made with regard to the Free Movement of Capital and Harmonisation of Company Law, these stakeholders were not happy at the state of affairs with respect of the Free Movement of labour and skills, which was felt to have tangible

²⁸ Henry Gill. Aid for Trade Case Story - International Centre for Trade and Sustainable Development Caribbean Aid for Trade and Regional Integration Trust Fund (CARTFund). 2011

²⁹ Norman Girvan. “Towards a Single Development Vision and the Role of the Single Economy” 2007

³⁰ CARICOM Annual Report for the period January 1 2008 to December 31 2009.

³¹ CARICOM Secretariat Press Release 387/2009

implications for private sector development.³² A 2009 CARICOM – commissioned appraisal of the CARICOM Single Market noted “the development of the legal infrastructure for a functioning Single Market has made substantial progress ... but was not functioning to the satisfaction of CARICOM Nationals as intended by the Revised Treaty.”

Thus, when CARTFund was approved, while there was still a commitment to CSME implementation, and some success in the reforms supporting the operation of the single market; however, the level of enthusiasm of both public and private stakeholders appeared to be waning; there was disappointment with the pace of activities and public cynicism (especially with respect to the issues of the free movement of people and services). Movement towards the single economy appeared largely stalled. At the same time, there were limited resources, in part attributed to the global economic downturn.³³ The delays in implementation were also attributed to limited human resource and institutional capacity to implement commitments, inadequate regional governance arrangements and differential perceptions of benefits and risks by individual countries.

F. Implementation of the Economic Partnership Agreement (EPA)

The EPA is a trade agreement with development components. A joint Declaration on development co-operation was agreed to in which the Parties recognized the important adjustment challenges; and the EPA text identifies the broad areas in which adjustments need to take place. CARTFund was designed to kick-start EPA implementation and provide resources for already identified activities. During the EPA negotiations, representatives of CARIFORUM and the European Commission identified strategic areas for support within the framework of what was known as the Regional Preparatory Task Force (RPTF). The RPTF completed a number of studies which identified some priority interventions.³⁴ These included:

- Competition Policy;
- Public Procurement;
- Technical Barriers to Trade (TBT);
- Competitiveness and Innovation;
- Customs and Trade Facilitation; and
- Sanitary and Phyto-Sanitary Measures (SPS)

It is critical to note that the resource needs identified in the studies were in excess of €500 million.³⁵ Some of these issues were reflected in the design of the regional envelope of the 10th EDF (such as SPS and TBT).

³² Labour and Private Sector Representatives at the 2009 CSME Convocation quoted in CARICOM Secretariat Press Release 386/2009

³³ According to a CARICOM Annual Report, A CARICOM audit identified the challenges which would affect the pace of economic integration, one of which was the global economic downturn, while 3 of the remaining 4 spoke to the need to mobilize resources for a range of activities.

³⁴ The team found references to between 6-13 studies prepared by the RPTF in the documents reviewed.

³⁵ B&S Europe and LINPICO. Monitoring the Implementation and Results of the CARIFORUM-EU EPA. 2014

It was anticipated that this preparatory work would translate into ready-made proposals for immediate submission to the CARTFund once it was approved. The activities were presented in the format of preliminary project proposals with budgets and timelines; however as will be discussed later, additional work had to be done before these could be approved.

G. Private Sector Readiness

The underlying assumption of trade agreements is that the parties have goods and services to trade competitively across borders.

While the focus of the CSME and EPA provisions tends to be on the policy, legislative and administrative arrangements; absent a viable private sector, trade cannot take place. It is widely recognized that on the whole, private sector competitiveness in the region is weak, and a majority of firms, particularly SMEs, serve only domestic markets. Caribbean firms are less open to trade than firms in other small economies, as only 11% of firms export, 8% import, and 2.3% trade both ways. Eight two percent (82.5%) of firms compete for limited domestic markets³⁶. Based on analyses of World Bank Enterprise Surveys, Caribbean firms tend to be smaller (three quarters have less than 20 permanent, full-time employees), older (>20 years of operation) and as a consequence of size, find it difficult to access credit. The World Bank Enterprise Survey 2010 data reveals that for the Caribbean, access to finance is a major constraint (34% of respondents).

The region's trade potential is also constrained by unsupportive business environments, inefficient trade facilitation arrangements, deficient physical infrastructure, and weak transportation systems. Global Competitiveness Scores and World Bank Doing Business scores for CARIFORUM countries reflect weak business environments and lack of firm sophistication and innovation.

Private sector knowledge and receptivity to EPA was also weak and in some countries there were active anti-EPA movements. There was in some quarters generally negative thinking on the EPA which did not engender private sector proactivity or support for implementation. The major exception was the rum and spirits industry which self-galvanized to take advantage of available assistance and market opportunities. Stakeholders noted an absence of strong calls from the private sector for EPA implementation, and as a result perhaps, donor and government resources were focused on public sector priorities. Thus, the extent to which the private sector could take advantage of free trade requirements – whether regionally or with the EU, was severely constrained by both perceptual orientation and real limitations within a large portion of the region's private sector.

H. Presence of Other Donors

The EPA came with the regional expectations of significant support from the EU. As donors began to shift from bi-lateral to regional programming, with a focus on Aid for Trade and private sector development, resources were being allocated to various regional programmes – either

³⁶ Analysis by IDB and Compete Caribbean

specifically or tangentially supportive of CSME and EPA implementation. The main donors included:

European Union

Two key sources of committed EU development cooperation are the Regional and National Indicative Programmes (NIP) which are financed by the European Development Fund (EDF). Under the 10th EDF (2008-2013), €165 million was committed to CARIFORUM as a group under The Caribbean Regional Indicative Programme (CRIP), managed by the CARIFORUM Directorate, and implemented by regional bodies such as the CARICOM or OECS Secretariat, Caribbean Export Development Agency or Caribbean Development Bank. Although the National Indicative Program allocations dwarf the regional program (€736 million), they do not focus on EPA implementation per se.

It was anticipated that additional bi-lateral resources were to be made available from EU Member States, however to date only the UK and Germany committed to contributing substantial amounts.

Germany

The German Government through the Gesellschaft für Internationale Zusammenarbeit (GIZ) provided €4 million to the Implementation Support Project (2010 to 2014, with the possibility of an additional €1 million extension to 2015). Under this project GIZ provided support to the establishment of national EPA units and on coordinating the activities of the EPA Units (through its CARIFORUM EPA Implementation Network or CAFEIN). The resources also funded a range of Caribbean Export Development Agency private sector initiatives to support regional fashion and design industries, SME development and the formation of private sector coalitions.

Canada

The Government of Canada through the CARICOM Trade and Competitiveness Project (CTCP), provided C\$ 10.88M to support the CARICOM Secretariat, the Organization of Eastern Caribbean States (OECS) Secretariat and participating countries to fulfill aspects of their CSME obligations. Implementation began in May 2008. The goal of the CTCP is to provide more and better opportunities for the people of the CARICOM region to participate in and benefit from the introduction of the CSME

Compete Caribbean (Canada, The United Kingdom and the Inter-American Development Bank)

Compete Caribbean, a multi-donor, 5 year regional 'flagship' private sector development program worth approximately US\$40M was approved in 2010. While not specifically linked to either CSME or EPA implementation, the grant proposal references the challenges of the private sector and governments to take advantage of the EPA. The program was designed to improve business climate across the region, increase national competitiveness and support firms and clusters to become more innovative and increase exports.

I. Activity and Capacity of Regional Bodies Supportive of CSME and EPA Implementation

CARICOM Secretariat

CARICOM established the CSME Unit in 2002 in Barbados to provide institutional strengthening to achieve implementation. The unit provides technical assistance to draft and help implement the CSME work program.

On March 18, 2008, the CARICOM Secretariat was mandated by a decision at the Nineteenth Inter-Sessional Meeting of the Conference of Heads of Government to establish an EPA Unit to assist Member States in their implementation of the EPA, which was established on 16th February, 2009.

At the time of CARTFund approval, The Secretariat had prepared an EPA Implementation Road Map and EPA Implementation Plan to guide the systematic implementation of the Agreement, including national and regional level actions as well as specific proposals from the Regional Preparatory Task Force (RPTF) to guide its work programme. However, to undertake the work program, the Unit required enhanced capacities in the areas of Trade in Goods, Trade in Services, Law, Private Sector development, and Information and Public Education.

Caribbean Export Development Agency (CEDA)

The Caribbean Export Development Agency, established in 1996, is the trade and promotion agency for 15 CARIFORUM member states, headquartered in Barbados. CEDA works closely with the CARIFORUM Directorate, public entities (including ministries, investment promotion agencies and business support organizations); and works directly with the private sector at firm level to address some of the supply-side constraints and optimize export potential.

CEDA has been the recipient of significant resources from the European Union and in 2008 had received €6.883 million to implement phase two of the Caribbean Trade and Private Sector Development Programme (CTPSDP). The programme was complementary to CARTFund as it sought, among other objectives, to advance CARIFORUM EPA preparation and implementation and greater cooperation between the CARIFORUM business sector and that of the French and Dutch Caribbean territories. During the period of CARTFund implementation in 2011, CEDA also received financing of €28.3M under the 10th EDF for activities focused on assisting the region to implement the EPA, particularly, working with SMEs to enhance competitiveness and export capacity.

CARICOM Development Fund (CDF)

In recognition of the potential economic dislocation from CSME implementation to less developed CARICOM members, the Revised Treaty provides for the amelioration of these negative effects through the creation of a regional development fund. The CDF was established to provide assistance through loans, grants and technical assistance to address:

- economic dislocation and other adverse economic impact arising from the operations of the CSME;
- adverse social impact arising from the operations of the CSME;
- structural diversification and infrastructural development needs;
- facilitate regional investment promotion and mobilisation

- business development and enterprise competitiveness

It had been originally proposed that Aid for Trade funds, including CARTFund, targeted specifically at EPA implementation should be channeled through a dedicated “window” , which the CDF was intended to be. At the time of CARTFund approval, the CDF while established, did not have the required capacity strengthening to carry out its functions.

National Coalitions of Service Providers

In the context of the CSME, the readiness of the private sector to export presented significant challenges, and would be even more problematic under the EPA. With the exception of tourism, services-related economic thinking was “still relatively new”.³⁷ CARICOM’s Council for Trade and Economic Development (COTED) at its Meeting in 2001 agreed to establish National Coalition of Services industries in each Member State. The objectives of these Coalitions include providing service providers with knowledge of export opportunities and encouraging service providers to developing export programmes; organizing trade missions to identify and exploit market opportunities; educating service providers about trade agreements, particularly the EPA and the WTO’s General Agreement on Trade in Services; advising and lobbying governments and in general representing the interests of the services sector.

While many national coalitions were established prior to the CARTFund, (e.g. Barbados and Trinidad and Tobago), few were operational, due to the wide scope of the services sector, the diverging interests of the stakeholders and limited resources.

³⁷ Henry Gill Aid for Trade Case Story - International Centre for Trade and Sustainable Development Caribbean Aid for Trade and Regional Integration Trust Fund (CARTFund). 2011

ANNEX D: CARTFUND PORTFOLIO AT JANUARY 2015

Project Description	Approved CARTFund Resources	% disbursed 31/1/15	Status at Jan 2015	CDB Rating Dec 2014	Country	Public/Private Sector	Primary Focus
Support for the Establishment of a Unit to Facilitate Implementation of the CARIFORUM-EC Economic Partnership Agreement (EPA), in the Caribbean Community (CARICOM) Secretariat	1,647,265	94%	Under execution	Satisfactory	Regional	Public	EPA – Public Sector Capacity Building
Single Window Automated Processing System (SWAPS) for Trade Transactions in Guyana	874,500	83%	Terminated	Marginally Unsatisfactory	Guyana	Public	EPA - Customs Reform
Establishment of the Competition and Consumer Protection Commission of Guyana	746,225	69%	Terminated	Marginally Unsatisfactory	Guyana	Public	EPA – Competition
Processed Food Sector Development – The Specialty Food Industry of the CARIFORUM Member States	1,099,082	95%	Additional resources awarded	Satisfactory	Regional	Private	EPA/CSME Private Sector Capacity Building
Development & Promotion of the Caribbean Health and Wellness Tourism Sector	659,887	87%	Additional resources awarded	Satisfactory	Regional	Private	EPA/CSME Private Sector Capacity Building
EPA Manual and Awareness Building Programme for the Caribbean Tourism Sector	108,875	91%	Completed	Marginally Unsatisfactory	Regional	Private	EPA- Private Sector Awareness
Barbados Private Sector Project Proposal Hub	190,655	100%	Under execution	Marginally Unsatisfactory	Barbados	Private	Non-specific private sector capacity building

Project Description	Approved CARTFund Resources	% disbursed 31/1/15	Status at Jan 2015	CDB Rating Dec 2014	Country	Public/Private Sector	Primary Focus
Barbados Private Sector Communications Enhancement Project	170,725	91%	Completed	Highly Satisfactory	Barbados	Private	EPA/CSME Private Sector Awareness
Support for the Establishment of a Unit to Facilitate Implementation of the CARIFORUM-EC EPA, Antigua and Barbuda	363,361	94%	Under execution	Satisfactory	Antigua and Barbuda	Public	EPA Public Sector Capacity Building
CARIBCERT – Grenada	242,115	90%	Under execution	Highly Satisfactory	Grenada	Private	CSME – Free Movement of People
Improving CARICOM Market Access for Jamaican Goods and Services	217,389	62%	Terminated	Marginally Unsatisfactory	Jamaica	Private	CSME- Private Sector Awareness
Implementation of the Dominica National Export Strategy	561,780	90%	Under execution	Satisfactory	Dominica	Public	Non specific Export promotion
Dominica Coalition of Service Industries	347,667	90%	Under execution	Satisfactory	Dominica	Private	CSME-Free Movement of People
CARICOM Development Fund (CDF) Capacity Development Project	500,000	42%	Terminated	Unsatisfactory	Regional	Public	CSME-Public Sector Capacity Building
Enhancing the Capacity of the Directorate of Foreign Trade, to Promote the CARICOM Single Market Economy (CSME) and the EPA and Facilitate their Implementation - Belize	439,646	45%	Under execution	Marginally Unsatisfactory	Belize	Public	EPA/CSME Public Sector Capacity Building
The European Union (EU) Market Access Documentaries	366,029	82%	Completed	Satisfactory	Trinidad and Tobago	Private	EPA Private Sector Market Access - Services

Project Description	Approved CARTFund Resources	% disbursed 31/1/15	Status at Jan 2015	CDB Rating Dec 2014	Country	Public/Private Sector	Primary Focus
Development of Sustainable Exports to the EU under the EPA	650,848	76%		Highly Satisfactory	Trinidad and Tobago	Private	EPA Private Sector Market Access
Support for Grenada's EPA Unit to Facilitate Implementation of the CARIFORUM-EC EPA	443,573	74%	Terminated	Marginally Unsatisfactory	Grenada	Public	EPA – Public Sector Capacity Building
Operationalising the Jamaica Coalition of Services Industries (JCSI)	267,417	98%	Additional resources awarded	Highly Satisfactory	Jamaica	Private	Non – specific Services Sector Capacity Building
Developing St. Lucia's Services Sector	320,288	97%	Additional resources awarded	Highly Satisfactory	Saint Lucia	Private	CSME/EPA Private Sector Capacity Building
Strengthening the capabilities of testing laboratories in the Caribbean to reduce technical barriers to trade	522,401	63%	Under execution	Satisfactory	Regional	Public	EPA – Market Access SPS/TBT
Support for the Establishment of an Economic Partnership Agreement (EPA) Implementation Unit in St. Kitts and Nevis	219,140	77%	Under execution	Unsatisfactory	St. Kitts and Nevis	Public	EPA – Public Sector Capacity Building
Providing Trade Facilitation by Implementing a Single Window Facility – Dominican Republic	465,073	95%	Completed	Highly Satisfactory	Dominican Republic	Public	EPA- Customs reform
Strengthening the Belize Coalition of Service Providers	277,906	69%	Under execution	Highly Satisfactory	Belize	Private	Non –specific services sector development
Support for the Establishment of an EPA Implementation Unit in St. Vincent and the Grenadines	228,816	95%	Completed	Satisfactory	St. Vincent and the Grenadines	Public	EPA- Public Sector Capacity Building
Strengthening the Capacity of Belize Trade and Investment Development Service	223,503	62%	Under execution	Satisfactory	Belize	Public	Non-specific export promotion

Project Description	Approved CARTFund Resources	% disbursed 31/1/15	Status at Jan 2015	CDB Rating Dec 2014	Country	Public/Private Sector	Primary Focus
Improving the Business Climate for the Marine and Yachting Sector in Grenada	347,152	69%	Under execution	Highly Satisfactory	Grenada	Private	Non-specific services sector (tourism) development
Increasing the Carib Community's Contribution to, and the Added-Value of, Suriname's Tourism Product - Developing A Model for Increased Economic Participation by Indigenous Communities	403,590	45%	Under execution	Highly Satisfactory	Suriname	Private	Non-specific services sector (tourism) development
Strengthening Haiti's Institutional Capacity to Implement the CARICOM Single Market and Economy and CARIFORUM-EU EPA	291,720	21%	Terminated	Unsatisfactory	Haiti	Public	EPA – Public Sector Capacity Building
Enhancing the participation of nationals in the Freedom of Movement in the CSME (Making CSME Work for Artisans and Domestics)	244,987	71%	Under execution	Satisfactory	Regional	Public	CSME- Free movement of people
Supporting the Export of Oriental Vegetables in the Dominican Republic	519,469	90%	Under execution	Highly Satisfactory	Dominican Republic	Private	EPA – Market access TBT/SPS
Increasing the Value Added to Nutmeg in Grenada	451,213	52%	Under execution	Satisfactory	Grenada	Private	Non-specific – trade in goods sector development (agroprocessing)
	14,412,297	78%					

ANNEX E: LIST OF MATERIALS PREPARED UNDER CARTFUND PROJECTS

Name of Project	Materials Developed	Means of Dissemination
Barbados Private Sector Communication Enhancement Project	<p><u>Question and Answer Sheets</u></p> <ul style="list-style-type: none"> • Accountancy and Book-keeping Services • Advertising Services • Computer and Related Services • Engineering and Integrated Engineering Services • Entertainment Services • Hotels, Restaurants and Catering • Insurance Services • Management Consultant Services • Market Research and Polling Services • Medical and Dental Services • Midwifery, Nursing, Physiotherapist Services • Printing Services • Real Estate Services • Travel Agencies, Tour Operators and Tour Guide Services • Taxation Services <p><u>Sector Sheets</u></p> <ul style="list-style-type: none"> • Construction Sector • Distribution Sector <p><u>Product Sheets</u></p> <ul style="list-style-type: none"> • Dairy Products • Fish Products • Flour • Insecticides • Meat Products • Paints and Varnishes • Seasoning 	<p><u>BPSTT Website</u></p>

	<ul style="list-style-type: none"> • Vehicles • Windows 	
	<p><u>BPSTT Newsletter (2 editions)</u> The Barbados Private Sector Trade Team Electronic Quarterly Newsletter <i>Trade in Focus</i></p>	<u>BPSTT Website</u>
	<p>6 interviews with the Nation newspaper 2 interviews on CBC TV 3 appearances on Voice of Barbados (Brass Tacks</p>	Articles published in Business Authority, the Business Monday Section of the Barbados Advocate and Barbados Today
	Final Report	CDB, BPSA Board and Staff of BPSTT
Barbados Private Sector Project Proposal Hub	Donor Funds & Resources Available to the Barbadian Private Sector	
	A-Z Guide to Project Proposal Writing	
Economic Partnership Agreement Manual and Awareness Building Programme for the Caribbean Tourism Sector	Taking Advantage of the Economic Partnership Agreement – A Handbook for the Caribbean Tourism Sector	150 printed copies distributed to National hotel and Tourism Associations
	Taking Advantage of the Economic Partnership Agreement – A Handbook for the Caribbean Tourism Sector	Available online in Spanish and English
	3 articles on Handbook	newspaper
Establishment of the CARIBCERT Programme for the Hotel and Tourism Sector		
Development and Promotion of the Caribbean Health and Wellness Tourism Sector	Spa and Wellness Regional Sector Development Strategy	Caribbean Export website and electronic copies also sent to CSWA members, National Spa Associations and stakeholders in six pilot countries
	Quality Manual for Spas	Electronic copies sent to CSWA PSC members, National Spa Associations and stakeholders in six pilot countries
	Guide to use of Spa Quality Manual	Electronic copies sent to CSWA PSC members, National Spa Associations and stakeholders in six pilot countries
	Quality Assurance Report - Development of Standards for the Regional Health and Wellness Sector	Electronic copies sent to CSWA PSC members, National Spa Associations and stakeholders in six pilot countries

Development of the Specialty Food Sector of the CARIFORUM Countries	3 press releases prepared for the two (2) Fancy Food Shows and SIAL	Caribbean Export and National Association for the Specialty Food Trade websites
	Article about the project and project activities	Tradewatch (Electronic Newsletter of Caribbean Export)
	Facebook page, Twitter (caribbeanpavilion)	Website: www.caribbeanpavilion.com
	Regional Specialty Food Sector Development Plan	
	Specialty Food Diagnostic Study	
	Fancy Food Show Brochure for 2010	Hard copies provided to visitors to Caribbean Pavilion
	Fancy Food Show Brochure for 2011	Hard copies provided to visitors to Caribbean Pavilion
	Export Passport US Trade Guide EU Trade Guide Export Continuum	Online Distribution on Caribbean Export Trade Portal (Currently under construction)
	Powerpoint Presentations for Export Readiness Seminars	In- Country Seminars – 124 persons
	<ul style="list-style-type: none"> • Specialty Food Market Overview • Marketing and Branding part 1 • Marketing and Branding part 2 • Distribution • Export Pricing • Regulatory Issues • Overview of Fancy Food and SIAL Show • Promotion & Presentation at Trade Shows 	
<ul style="list-style-type: none"> • Overview and Situation Analysis • Profile of the Specialty Food Sector • Growth and Export Opportunities available • Challenges and Constraints to Sector development • Strategies for improving the capability of CARIFORUM Enterprises 	35 participants at regional consultation	

	<ul style="list-style-type: none"> Institutional Framework required for moving forward 	
	Web portal providing information on market entry requirements	Caribbean Export Website
Establishment of the Competition and Consumer Protection Commission of Guyana	30 Newspaper articles published on the work of the Commission and the Competition and Fair Trading Act	Published in national newspapers
	2 Television programs highlighting the work of the Commission and Consumer Protection	Live TV programme facilitated viewer call in
	Four (4) brochures on different aspects of the Competition and Fair Trading Act <ul style="list-style-type: none"> Abuse of Dominance Anti-Competitive Agreements Competition Policy Competition and Economic Growth 	To be disseminated to general public during Guy Expo 2012
	Three newsletters on : <ul style="list-style-type: none"> Bid-rigging in public procurement Cartels under the Competition and Fair Trading Act Consumer Protection 	Distributed electronically to business and member of the legal fraternity and will also be given to the public during GUY Expo 2012
	Presentation on Warranties and Supplier's Responsibilities under the Consumer Affairs Act	Presented to cell phone suppliers and staff of the Guyana National Bureau of Standards
	Presentation on Competition Law and the Competition and Fair Trading Act	Presented to member of the business and legal community
	<ul style="list-style-type: none"> Draft Rules of Procedures for Investigating Competition Law Cases Draft Rules of Procedures for Investigating Consumer Affairs Complaints 	Provided to Commissioners and Ministry of Legal Affairs
Establishment of a Unit in the Caribbean Community Secretariat to Facilitate Implementation of the CARIFORUM-EC Economic Partnership Agreement	Draft Amendment Bill to address gap in anti-corruption legislative framework prepared for Antigua and Barbuda; an indication of precise legislative intervention required for compliance with ILO core labour standards provided to Antigua and Barbuda	Antigua and Barbuda Attorney General's Department
	Matrices listing the obligations set out in the EPA, the legislative provisions which address the obligations, gaps, the scope of the gaps and the legislative intervention	National EPA Units and Attorney General Departments in six countries

	required completed for 6 states - Dominica; Guyana; Jamaica; Saint Lucia; Trinidad and Tobago and Barbados.	
	EPA Services work plans for Antigua & Barbuda, Belize, Dominica, Grenada, Guyana, Haiti, St. Lucia, St. Vincent & The Grenadines and Trinidad & Tobago	Via email to national stakeholders
	8 model bills prepared and revised based on written feedback provided by states and consultations: <ul style="list-style-type: none"> ○ Model International Maritime Transport Services Bill ○ Professional Services Bill ○ Telecommunications Services (Regulatory Authority) Bill ○ Telecommunications Services (Interconnection) Bill ○ EPA Implementation Bill ○ Immigration (Temporary Stay of EU Services Suppliers) Bill ○ Occupational Safety and Health Bill ○ Corruption Prevention Bill 	Via email to Attorney General Departments and Ministry of Legal Affairs in all CARICOM countries.
	Strategic Action Plan to enable entertainers in CARIFORUM States to take advantage of development cooperation and trade opportunities under the EPA	Cultural Service providers and other industry stakeholders in CARIFORUM countries
Establishment of a Unit to Facilitate Implementation of the CARIFORUM-EC Economic Partnership Agreement - Antigua and Barbuda	Interviews	2 radio and 2 television interviews
	ICTSD-ECDPM Trade Negotiations Insights – Volume 10 Issue 1 – <i>‘Moving forward with EPA Implementation Caribbean: the example of Antigua & Barbuda’</i> - February – March 2011	Printed journal
	<i>‘Liberalisation of telecoms sector by year-end’</i>	Antigua Observer Newspaper
	<i>EPA Implementation lags behind schedule’</i> – June 1 st , 2011	Antigua Observer Newspaper
	<i>‘Interview with Ms. Barbara Williams, National EPA</i>	Electronic Newsletter - EPA Implementation Bulletin –

	<i>Implementation Coordinator, Antigua & Barbuda EPA Implementation unit</i> – July/August 2011	Volume 1 No. 2
	<i>'Interview with Ms. Barbara Williams, National EPA Implementation Coordinator, Antigua & Barbuda EPA Implementation unit</i> – July/August 2011	Business Focus - Issue 41
	– <i>'Implementing the CARIFORUM-EU Economic Partnership Agreement (EPA) – Consideration for the Private Sector'</i> – January 2012 – March 2012	Chamber Connect E-Newsletter - Volume 1 Issue 1
	<i>'Trade of Goods into European Market'</i> – May/June 2012	Business Focus - Issue 42
	<i>'EPA official dismisses claims of feet dragging'</i> – July 6 th , 2012	Antigua Observer Newspaper
	Presentation on the Work of the Antigua & Barbuda EPA Implementation Unit and the CARIFORUM-EU EPA	<ul style="list-style-type: none"> • Validation Seminar on "Strengthening the Capacity of Services Suppliers to compete effectively in the European Union and Other International Markets" hosted by Barbados EPA Implementation Unit – December 9th, 2010 • Buy Local Street Fair – May 5th, 2011 • Rotary Club of Antigua – June 1st, 2011 • Intellectual Property and Product Branding for the Antigua Black Pineapple – September 20th, 2012
	Information Sheet – <i>'Guidance on the Completion of Movement Certificate EUR 1 Form'</i> – October 2012	
	Website of the Government of Antigua & Barbuda – <i>'Antigua & Barbuda EPA Implementation unit Commenced Operations'</i> - November 22 nd , 2010	
Implementation of the Dominica National Export Strategy	March 2012 Media Launch	Event covered on national television and radio and in local newspapers
	2 Newspaper article	Published in national newspapers in May and June
	Animated video promoting NES	Airing on national TV about four times per week
	4 Jingles promoting the NES, Culture, Music and Agriculture in English and Creole	Since June aired around 5 times per week on 3 radio stations

	Radio and Television Interviews	CEO three (3) times (TV) and twice on radio; TPOs once each on TV and one on radio
	National Export Council Governance Manual	Hard copies provided to all NECS staff and council members
	NECS Standard Operation Procedures	Hard copies provided to all staff members
	NES brochures	Distributed to partners and general public
	Cost of Production Manual and Tool for calculating cost of production	Distributed to workshop participants and other farmers
	Intellectual Property Management Workshop Training Materials	Distributed to all workshop participants
	Position Paper on Competitiveness of Dominica's Quarry Industry	Submitted to government
Enhancing the Capacity of the Directorate of Foreign Trade, Ministry of Foreign Affairs and Foreign Trade to Promote the CARICOM Single Market and Economy and the Economic Partnership Agreement and Facilitate their Implementation	Documentary on Export of Services	Youtube and BCSP website
Development of Sustainable Exports to the European Under the Economic Partnership Agreement	Export Readiness Assessment Tool	Firms interested in participation in trade mission and Project Managers of two other CARTFund projects via electronic mail
	Market Research Report on opportunities for the export of products manufactured in Trinidad and Tobago in FCOR markets	Report sent via email to participating manufacturers in Trinidad and Tobago
	A comprehensive guide/manual to/on accessing the markets of the FCORs including case studies documenting the results of each participating exporter	Report disseminated at regional workshop and electronically to managers of CARTFund projects. exporTT website
Developing St. Lucia's Services Sector	8 e-newsletters	SLCSI website - www.slcsi.org.lc
	Review of the Services Sector in Saint Lucia: <i>Overview of Policy, Regulatory and Trade and Investment Issues</i>	SLCSI Website Disseminated via email to Ministry Officials, Associations, and participants. Hard copies of the study were also disseminated during the validation

		meeting.
	8 published articles	
	2 Press releases	
Strengthening and Capacity Building of the Newly Established Belize Coalition of Service Providers	Exporting Services Documentary	Youtube; BCSP website
Strengthening the Capabilities of Testing Laboratories in the Caribbean to Reduce Technical Barriers to Trade		
Providing Trade Facilitation by Implementing an Integrated Single Window Facility for Commercial Trade – Dominican Republic		
Operationalising the Jamaica Coalition of Service Industries	Six (6) articles have been published relating to the project.	Local Newspaper
	3 media events	
	FAQs	Hard copies issued and posted on the JCSI website
	Association Formation Guide	disseminated electronically and posted on the JCSI website
	JCSI Fact/Information Sheet	Hard copies issued and posted on the JCSI website
	JCSI Overview Presentation	presented at one workshop and at four (4) stakeholder consultations
	Interim Report on Six Service Sector Strategies	Disseminated electronically
Improving the Business Climate for the Marine and Yachting Sector in Grenada		
Support for the Establishment of an Economic Partnership Agreement Unit St. Vincent and the Grenadines		
Support for the Establishment of an Economic Partnership Agreement (EPA) Implementation Unit in St. Kitts		

and Nevis
Strengthening the Capacity of Belize
Trade and Investment Development
Services

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ANNEX F: CARTFUND LOGFRAME 2014

PROJECT NAME	CARIBBEAN AID FOR TRADE AND REGIONAL INTEGRATION TRUST FUND (CARTFund)								
IMPACT	Impact Indicator 1		Baseline 2009	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	
Caribbean trade with Europe and intra-regional trade increased.	Value of CARIFORUM exports with Europe (US dollars)	Planned	4,429,715,983	4,562,607,463	4,695,498,942	4,828,390,422		4,828,390,422	
		Achieved							
		Source							
		IMF Direction of trade statistics							
	Value of CARICOM intra-regional trade (US dollars)	Impact Indicator 2	Planned	5,330,965,924	5,437,585,243	5,544,204,561	5,650,823,880		5,650,823,880
			Achieved						
		Source							
		IMF Direction of trade statistics							

OUTCOME	Outcome Indicator 1		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	Assumptions	
Momentum generated on the implementation of the CSME and EPA	Proportion of planned actions under the regional EPA implementation work plan completed. (Cumulative, 2010 onwards)	Planned	No plan in place	At least 20%	50%	75%		75%	<ul style="list-style-type: none"> EPA and CSME frameworks are effective for stimulating trade. Political will and leadership exist for EPA and CSME implementation. CARICOM-CARIFORUM political issues re. EPA implementation are resolved. Stakeholders take further action on 	
		Achieved								
		Source								
		CARICOM EPA Implementation Unit Annual Reports								
	Proportion of required CSME actions identified in 2010 audit report implemented (Cumulative, 2010 onwards)	Outcome Indicator 2	Planned		Baseline + 10%	Baseline + 20%	Baseline + 30%			Baseline + 30%
			Achieved							
		Source								
		CARICOM's CSME Audit reports (annual)								

	Outcome Indicator 3		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	EPA and CSME quickly. • Economic conditions in region do not derail or distract efforts on EPA & CSME.
	No. of CARTFund projects that are scaled up, or replicated or access additional funding.	Planned		At least 1 project under discussion with 3 rd parties for scaling up or replication.	At least 3 projects under discussion with 3 rd parties for scaling up or replication.	5	7	8	
		Achieved							
			Source CDB CARTFund reports						
	Outcome Indicator4		Baseline 2007	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	
	Amount of ODA commitments recorded for the CARIFORUM states (individually and in West Indies regional category) in selected subsectors*. (US \$ mn) *Sector codes 25010, 33110, 33120, 33130 & 33150.	Planned	US\$ 48.33 mn	US\$55.58 mn	US \$60.41 mn	US\$62.83 mn	US \$65.25 mn	US \$67.66 mn	
		Achieved							
			Source OECD International Development Statistics (annual)						
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)			DFID SHARE (%)	
	10,100,000							100%	
INPUTS (HR)	DFID (FTEs)								
	1 (0.5 Advisory, 0.5 B1/B2 Programme)								
OUTPUT 1	Output Indicator 1.1		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	Assumption
Private sector-oriented initiatives for EPA implementation supported.	Value of private sector-oriented CARTFund project's progress assessed by CDB as 'satisfactory' or better.	Planned	0	£1.27 mn	£3.28 mn	£3.64 mn	£3,247,559	£3,803,566	• Private sector agencies have capacity to scale up their efforts. • Regional and
		Achieved							
			Source CDB CARTFund Annual Reports; CDB CARTFund project monitoring forms (at least annually)						

	Output Indicator 1.2		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	sector initiatives are effectively communicated and implemented at the national and firm levels.
	No. of private sector-oriented CARTFund projects progress assessed 'satisfactory' or better by CDB.	Planned	0	3	6	7	10	12	
		Achieved							
		Source CDB CARTFund Annual Reports; CDB CARTFund project monitoring forms (at least annually)							
IMPACT WEIGHTING (%)	Output Indicator 1.3		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	
45	Weighted proportion of approved private sector-oriented projects with major or minor expected social/gender impacts.	Planned	0	Major - 10%, minor - 65%	Major - 10%, minor - 65%	Major - 10%, minor - 65%	Major - 10%, minor - 65%	Major - 10%, minor - 65%	
		Achieved							
		Source CDB individual project appraisal reports (quarterly where there is an active pipeline)							
									RISK RATING High
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)			DFID SHARE (%)	
	4,045,000							100%	
INPUTS (HR)	DFID (FTEs)								
	0.4 (0.2 Advisory and 0.2 Programme)								

OUTPUT 2	Output Indicator 2.1		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	Assumptions
Regional and national public structures and processes strengthened in recipient countries/agencies for the implementation of the EPA and regional/sub-regional integration.	Value of public sector EPA and CSME implementation CARTFund project's progress assessed as 'satisfactory' or better by CDB.	Planned	0	£1.9 mn	£4.9 mn	£5.4 mn	£4,284,696	£4,451,793	<ul style="list-style-type: none"> Identified projects have a high strategic value. National initiatives are shared with other countries. Wider public sector reform processes are consistent with/supportive of the EPA and CSME agendas. Direct beneficiaries work and link well
		Achieved							
		Source CDB CARTFund Annual Reports; CDB CARTFund project monitoring forms (at least annually)							
	Output Indicator 2.2		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	
	No. of public sector EPA and CSME implementation CARTFund project's progress assessed as 'satisfactory' or better by CDB.	Planned	0	3	6	7	10	10	
		Achieved							
		Source CDB CARTFund Annual Reports; CDB CARTFund project monitoring forms (at least annually)							

	Output Indicator 2.3		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	with other related stakeholders in the public and private sectors
	No. of EPA workplans under implementation	Planned	0 – national 0 – CARICOM regional	EPA Unit established and fully staffed by June 2010	National EPA implementation structures in 9 CARIFORUM states	1 regional 5 national	1 regional 5 national	1 regional at least 5 national	
		Achieved							
		Source EPA Implementation Unit Reports (annual)							
IMPACT WEIGHTING (%)	Output Indicator 2.4		Baseline	Milestone 2010	Milestone 2011	Milestone 2012	Milestone 2013-14	Target 2014-15	
40	Weighted proportion of approved public sector EPA and CSME implementation projects with major or minor expected social/gender impacts.	Planned	0	Major - 10%, minor - 65%	Major - 10%, minor - 65%	Major - 10%, minor - 65%	Major - 10%, minor - 65%	Major - 10%, minor - 65%	
		Achieved							
		Source CDB individual project appraisal reports (quarterly where there is an active pipeline)							RISK RATING High
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)			DFID SHARE (%)	
	5,865,000							100%	
INPUTS (HR)	DFID (FTEs)								
	0.4 (0.2 Advisory, 0.2 Programme)								

OUTPUT 3	Output Indicator 3.1		Baseline 2009	Milestone 1	Milestone 2	Milestone 2012	Milestone 2013-14	Target 2014-15	Assumption
CARTFund mechanism publicised and lessons shared.	No. of articles and knowledge products on CARTFund published/disseminated.	Planned	0	At least 3 in 2010.	At least 3 in 2011.	10 (cumulative)	73 (cumulative)	85 (cumulative)	• Key stakeholders in EPA and CSME implementation are interested in CARTFund's progress.
		Achieved				at least 59			
		Source CARTFund Steering Committee minutes, CARTFund monitoring forms.							
IMPACT WEIGHTING (%)	Output Indicator 3.2		Baseline 2009	Milestone 1	Milestone 2	Milestone 2012	Milestone 2013-14	Target 2014-15	

15	No. of public events highlighting CARTFund progress and successes.	Planned	0	At least 3 in 2010.	At least 3 in 2011.	10	12	15		
		Achieved				at least 7				
		Source								RISK RATING
		CARTFund Steering Committee minutes, CARTFund monitoring forms.								Low
INPUTS (£)	DFID (£)		Govt (£)	Other (£)	Total (£)			DFID SHARE (%)		
	190,000							100%		
INPUTS (HR)	DFID (FTEs)									
	0.2 (.1 advisory, .1 programme)									

ANNEX G: BIBLIOGRAPHY

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