

PUBLIC

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## **THE BAHAMAS**

### **SOLID WASTE MANAGEMENT PROGRAM**

**(BH-0008)**

#### **PROJECT PERFORMANCE MONITORING REPORT (PPMR)**

**2001**

## PROJECT PERFORMANCE MONITORING REPORT (PPMR)

### I. BASIC DATA

**PROJECT:** BH0008

**TITLE:** SOLID WASTE MANAGEMENT

**Borrower:** THE COMMONWEALTH OF THE BAHAMAS  
**Executing Agency:** MINISTRY OF HEALTH AND ENVIRONMENT

**Country:** BH  
**Loan(s):** 1170/OC-BH  
**Sector:** PA  
**Project Modality:** INVESTMENT

**Sector Specialist:** OSCARSP  
**HQ Staff Member Assigned:** EDUARDOAF

**Date of Latest Report Update:** 07-Jan-2002  
**Date of Latest Representative Review:** 20-Dec-2001

**Date of Board Approval:** 17-Feb-1999  
**Date of Contract:** 29-Oct-1999  
**Date of Eligibility:** 10-Dec-1999  
**Date of Final Disbursement:** 29-Apr-2003  
**Years in Execution:** 2  
**Cumulative Extension of Final Disb. Date:** 0 Month(s)  
  
**Original Loan(s) Amount(s):** 23,500,000  
**Current Loan(s) Amount(s):** 23,500,000  
**Cancellations:** 0  
**Disbursements:** 10,404,620  
**% Disbursed:** 44.27  
  
**Original Cost:** 33,500,000  
**Counterpart:** 10,000,000  
**Current Cost:** 33,500,000

### II. PROJECT PURPOSE(S)/DEVELOPMENT OBJECTIVE(S) AND KEY PERFORMANCE INDICATORS

Project Development Objective(s):	Key Performance Indicators:
Safe and efficient disposal of solid waste	<p>1.1 Closure of illegal dump sites in New Providence and the Family Islands.</p> <p>1.2 No detectable odors from the sanitary landfill and waste shredding facility in New Providence.</p> <p>1.3 No detectable odors from the modified landfills in the Family Islands.</p> <p>1.4 No increase in baseline concentration of contaminants at downstream monitoring stations.</p>

Have project development objective(s) changed since Board approval? No

Have project development objective(s) and indicators been agreed to with borrowers/executing agencies? Yes

Have project development objective(s) and indicators changed since the last report? No

Has the project been officially restructured? No

Is the borrower maintaining performance indicator data? Yes

### III. PROJECT IMPLEMENTATION PROGRESS

Components/Outputs:	Key Delivery Performance Indicators:
<p>1. Physical facilities built and in operation.</p> <p><u>Classification: Unsatisfactory (U)</u></p>	<p>1.1 The first phase of the Harrold Road sanitary landfill built and in operation by Dec 2000.</p> <p>Status: Construction of the landfill was completed in May 2000, two months ahead of schedule. Operation of the landfill however did not commence until November 2000.</p> <p>The completion of construction of the administrative and workshop buildings at the landfill site which were expected to be completed by Dec 2000, have now been pushed back to March 2002, because of damage caused by Hurricane Michelle.</p> <p>1.2 Eighteen modified sanitary landfills built, and, in operation by July 2002.</p> <p>Status: Cell # 1 at the landfill sites in Bimini and North Eleuthera were completed in 1998, prior to loan approval. After loan approval, and in keeping with the implementation schedule, 6 new sites should have been completed by November 2001, however to date, while work has started at three sites, only 1 has been completed.</p> <p>1.3 Hazardous waste disposal facilities built and in operation by December 2001.</p>

	<p>Status: Not yet started. No serious efforts have been made to plan for the initiation of of this activity within the scheduled period.</p> <p>1.4 A compaction target of 750kg/m3 is achieved.</p> <p>Status: No measurement taken to-date. It is expected however that targetted compaction rate will only be achieved after a Compactor is purchased and put into operation at the site.</p>
<p>2. Education and Public Awareness pogram implemented</p> <p><u>Classification:Unsatisfactory (U)</u></p>	<p>2.1 Environmental health education program is luanchbed by October 2000.</p> <p>Status: Not yet started. Two officers were assigned to to the Department in August 2000, to coordinate the training and the education and public awareness program. To date however an action plan is still to be submitted.</p> <p>2.2 Promotions on T.V, radio and newspapers by October 2000.</p> <p>Status: As above</p> <p>2.3 Communal depots in operation.</p> <p>Status: Implementation to be planned.</p>
<p>3.1 New organizational structure of the Departmental of Environmental Health Services (DEHS) is operative;</p> <p>3.2 Routing study completed and new system implemented.</p> <p>3.3 Cost recovery mechanism implemented</p> <p><u>Classification:Unsatisfactory (U)</u></p>	<p>3.1 New DEHS structure in place by December 2000.</p> <p>Status: A new organizational structure, providing greater separation between the regulatory and operational arm of the DEHS have been put in place. However, there is need for training to further enhance the effectiveness in the functioning of the various departments.</p> <p>3.2 Vehicles collecting refuse on new routing system by October 2000.</p> <p>Status: A routing study which has to be undertaken to determine the new routing system has not yet been initiated. DEHS to submit to the Bank a plan for the implementation of this study.</p> <p>3.3 Plan of action for implementation of tipping fees and environmental levy approved.</p> <p>Status: Draft legislation prepared and are to be submitted to Parliament for approval. The DEHS will also submit to the Bank, a draft timetable for the enactment and subsequent implementation.</p>

**Implementation Progress Summary Classification (IP):** Unsatisfactory (U)

**Key Reasons of Unsatisfactory or Very Unsatisfactory Classifications:**

Contract condition compliance	Counterpart funding shortfall	Executing agency institutional capacity
Inter-agency coordination	Legislative approvals	

**Additional comments:**

Implementation progress has slipped steadily behind the original schedule and is now about 12 months behind. Project Coordination difficulties as well as issues related to land ownership and acquisition of land for the construction of the sanitary landfills in the Family Islands, are among the major causes for the delay in execution. More recently however, delays have been associated with inadequate provision of counterpart resources, as well as the termination of the contract of a contractor involved in the construction of a sanitary landfill in one of the Family Islands.

#### IV. KEY ASSUMPTIONS

Assumptions Related to Development Objectives:	Assessment of Probability of Occurrence
1. Other environmental factors remain constant or improve	High
2. The Bahamas Waste Management needs does not show any significant change (greater than project growth assumptions)..	High
3. Key stakeholders remains committed to the Project	High
Assumptions Related to the Implementation of Components:	Assessment of Probability of Occurrence

1. Facilities are well operated and maintained.	Low
2. Legislation is enforced.	High
3. Public attitude to environmental health matters are maintained or improved	Low
4. Adequate counterpart resources are available	Low

**Major factors on which the summary classification is based:**

**Aggregate Assumptions Classification:** Low Probability

## V. ACHIEVEMENT OF DEVELOPMENT OBJECTIVES

**Major factors on which the achievement of development objectives classification is based:**

While the project design and concepts are sound and the development objectives remain achievable, a major challenge facing the project relates to the effectiveness of the Project Executing Unit in managing the varied components and sometimes conflicting priorities, in order to produce the desired outcomes. As a result, although key stakeholders remain committed to the project, we are not confident that a set of discrete actions that should be taken will be carried out in the near future, hence, the possible non-achievement of the development objectives. .

**Assessment of Expected Achievement of Development Objective Classification:** Low Probability (LP)

## VI. SUMMARY OF PROJECT STATUS ISSUES AND ACTIONS

### Project Status:

The project was declared eligible for disbursement on January 7, 2000, two months after contract signature. However, in spite of the rapid start-up of project activities, implementation progress for the overall project has fallen behind schedule by about 12 months.

Issues related to coordination and management of the project, the ownership and acquisition of land for the construction of the landfills in the Family Islands, inadequate provision of counterpart resources for the construction of the Family Island Facilities, as well as the termination of the contract of a contractor, are among main reasons for some of the delays. Significant delays have also been experienced in the preparation of a plan for the institutional strengthening, and the education and public awareness programs. It was noted also that the operation and maintainance of the newly constructed Harrold Road Sanitary Landfill was being carried out in a manner that was less than satisfactory and that the consulting firm providing technical support to the project had de-mobilized its staff, citing delays by the Executing Agency, in ratifying an extension to its contract, as the reason for its actions.

With the exception of the latter, these issues were discussed, with the Minister having responsibility for the project, in May and August 2001. As a result of these discussions, a full time Coordinator of the Project was appointed in July 2001. There was also agreement in principle to the concept of private sector involvement in the operation and maintenance of the Harrold Road Landfill site. Discussions between the Ministry and the other relevant agencies have also resulted in a schedule for the resolution of the land ownership/acquisition issue. A revised workplan, taking into consideration the current counterpart resources constraint, is still to be agreed on. A decision on the actions to be taken with respect to the consulting firm is also pending.

Construction of the administration and workshop buildings, which was originally scheduled for completion by the end of November 2000, and rescheduled to December 2001, has now been pushed back to March 2002.

The DEHS remains in non-compliance with the contractual clause which calls for the implementation of tipping fees and environmental levy as part of its cost recovery efforts. This matter was also discussed with the Ministry and it is expected that a plan of action will soon be presented to the Bank highlighting the steps that will be taken in order to achieve compliance with the clause.

### Major issues affecting project implementation and/or development objectives:

Issue:	Action:
1. Improved effectiveness in project management	1. The newly appointed full time coordinator of the Project must be given the necessary authority and full responsibility for the project.
2. Compliance with contractual clause.	2. The Executing Agency will provide by December 31, 2001 a timetable for the implementation of tipping fees and environmental levy.
3. A revise implementation sechedule to be prepared and agreed on with the Bank.	3. The Executing Agency will provide by Dec 31, 2001, a revised implementation schedule for the project, bearing in mind the current fiscal constraints.
4. Counterpart resources to be made available for the timely implementation of the scheduled program.	4. Adequate allocation of counterpart resources must be made , in keeping with the revised implementation referred to in 3 above.
5. The need for significant improvement of the operation and maintenance of the Harrold Road Sanitary Landfill.	5. The Executing Agency to follow-up on the concept of private operation of the landfill
6. Extend contract of the Consulting Firm	6. The Executing Agency must act swiftly in ratifying the extension of the contract with the consulting firm.
	<u>Unit:COF/CBH</u>

