

Project Completion Report

Investment Loan

PCR

04/05/2017

Project Name: Modernization of The Barbados National Procurement System (BA-L1004)

Country: Barbados

Sector/Subsector: Reform/Modernization of the State

Original Project Team:

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Loan Number: 2099/OC-BA.

Project Number: BA-L1004.

QRR Date: 02/13/17

Final Approval Date of PCR: 04/05/17

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Acronyms and Abbreviations:

BAO	Barbados Audit Office
CBB	Central Bank of Barbados
CIPS	Chartered Institute of Procurement and Supply
CPD	Central Purchasing Department
CS	Country Strategy
CPC	Chief Parliamentary Council
CSME	CARICOM Single Market and Economy
EPIS	Electronic Procurement Information System
GOB	Government of Barbados
ICB	International Competitive Bidding
ICT	Information and Communication Technology
IDSF	Institutional Development Sector Facility
IGS	International Government Solutions
ISU	Information System Unit
MFEE	Ministry of Finance, Economic Affairs and Energy
MOF	Ministry of Finance
NAOK	National Audit Office of the UK
OSG	Office of Solicitor General
PCU	Project Coordinating Unit
PPU	Procurement Policy Unit
PSC	Project Steering Committee
STC	Special Tender Committee
SPU	Special Projects Unit
TAD	Trade Administration Division

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I. Basic Information

BASIC DATA

PROJECT #: BA-L1004

TITLE: Modernization of The Barbados National Procurement System

Investment: Yes

Related Project Loan Numbers:

- Modernization of The Barbados National Procurement System (US\$5 Million)

Borrower: Government of Barbados

Date of Board Approval: December 15, 2008.

Executing Agency: Ministry of Finance (MOF)

Date of Loan Contract Effectiveness:
March 30, 2009.

Date of Eligibility for First Disbursement:
October 13, 2009.

Sector: Reform/Modernization of the State

Months in Execution

* from Approval: 95

* from Contract Effectiveness: 92

Disbursement Periods

Original Date of Final Disbursement:
March 30, 2014.

Current Date of Final Disbursement:
September 30, 2016

Cumulative Extension (Months): 30

Loan Amount

* Original amount: US\$ 5,950,000

* Actual amount: US\$5,755,000

Disbursements:

Current amount: US\$3,386,476

Poverty Reduction: no

Social Equity (SEQ): No

Environmental Classification: C

Alert Status

Is the project in alert by Country?

If positive, please provide the reason (classification OD, PI, and/or relevant Country indicators).

Relevant comments of project alert classification (if applicable):

SUMMARY PERFORMANCE RATINGS

DO	<input type="checkbox"/> Highly Probable (HP)	<input type="checkbox"/> Probable (P)	<input checked="" type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
IP	<input type="checkbox"/> Very Satisfactory (VS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (US)	<input type="checkbox"/> Very Unsatisfactory (VU)
SU	<input type="checkbox"/> Highly Probable (HP)	<input type="checkbox"/> Probable (P)	<input checked="" type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)

II. The Project

a. Project Context

Macroeconomic aspects at the time of project preparation. Barbados's economic performance was highly encouraging. Because of an externally-induced recession in 2001-02, production had made a solid recovery, with the previous four years average annual GDP growth estimated at 4.3%. Nonetheless, this positive performance masked some underlying vulnerabilities. It was driven to a significant extent by expansionary fiscal policies (initially aimed at reactivating the economy), while the traded sectors (particularly tourism) have languished. Public expenditure has been high, averaging almost 46% of GDP over the last five fiscal years, while the fiscal deficit has averaged 3.5% of GDP. The predominantly domestic public debt has risen to almost 90% of GDP. International reserves (as a proportion of imports) have declined steadily, reducing the buffer available for adjustment in the event of an external shock.¹ Given this context, the Barbadian authorities recognised the need to place the public accounts upon a sounder footing through the achievement of fiscal savings in a variety of areas. The high level of spending, likewise, underlined the need to ensure maximum efficiency in public service delivery.

Procurement aspects at the time of project preparation². Government procurement in Barbados is organized based on a centralized model with the Central Purchasing Department (CPD) at the core of the system. There are also the Tenders and Special Tenders Committees (STC) and the Barbados Drug Service, which has its own Tenders Committee. The Chief Supply Officer heads the CPD and is the chairperson of the Tenders and Special Tenders Committees. Members of the Tenders and Special Tenders Committees are named by their ministries and departments, assuming additional responsibilities beyond those of their regular positions. These Committees have no dedicated technical staff. The CPD as the government's principal purchasing agent; it is responsible for the procurement of common goods and services (i.e. stationery, domestic hardware and cleaning materials) which are maintained in the CPD warehouse and distributed to Government entities according to their demands throughout the year. Suppliers of these stock items are selected annually and they make deliveries to the warehouse at different times based on need. Though they commit to maintaining a price during the fiscal year, suppliers may change prices by prior notification to the CPD.

Government procurement in Barbados is conducted under two sub-systems, central government and statutory bodies. The central government sub-system includes: (i) the centralized purchasing system of what are classified as common goods; (ii) the centralized tendering system; (iii) the Barbados Drug Service; and (iv) the more specialized procurement conducted by the Central Purchasing Department in coordination with line ministries and departments. The central government system is subject to the following rules and regulations: (i) the Financial Administration and Audit (Financial) Rules, 1971; (ii) the Financial Administration and Audit (Supplies) Rules, 1971; and (iii) the Financial Administration and Audit (Drug Service) Rules, 1980. Government procurement in its present stage of regulation is considered a subset of financial management rather than a separate function with specific purposes and needs.

The existing procurement rules allow the system to function but fail to address key aspects of modern procurement. They are inherently biased towards financial management and funds control, providing only a framework for the conduct of procurement activities. They lack detailed procedural guidelines, and thus, the system is dependent on the practical experience and knowledge of its key operatives. The rules and regulations do not provide for a regulatory body or for a mechanism for the settlement of disputes that is independent of those ministries or departments directly involved in the procurement. There is no monitoring or feedback mechanism to support the development of procurement policy, legislation and regulations. Consolidated statistics on public procurement are not readily available nor are they utilized in formulating procurement strategy and little information related to government purchasing is made accessible to the

¹ According to IMF 2016 Article IV, the fiscal situation remains challenging despite ongoing government adjustment efforts. The FY 2015/16 budget deficit was broadly unchanged at about 7 percent of GDP. Revenue measures, though raising revenue by 1 percent of GDP, fell short of target due to implementation delays. On the expenditure side progress on reducing transfers to State Owned Enterprises was also slower than anticipated, partially attributable to the unbudgeted debt service of one enterprise and transfers to support infrastructure investment financed by external sources. At end-FY2015/16, central government debt excluding (including) securities held by the National Insurance Scheme (NIS) reached the equivalent of 105.5 (141.6) percent of GDP, from 98.0 (132.3) percent in FY2014/15. The large funding requirements, totaling about 45 percent of GDP, have been mostly met by the Central Bank of Barbados (CBB), the NIS, and growing arrears.

² The procurement aspects in Barbados did not change since the preparation of the project.

public. Rather than being organized around the procurement process, stressing essential stages such as planning, contract management, and oversight, the existing regulation more closely resembles a manual. Modern forms of procurement, such as framework contracts (indefinite delivery agreements), are not considered. There is little consideration concerning the use of electronic means, though there have been some limited advances in this regard in recent years. As for the statutory bodies, they are regulated by their respective statutes and regulations. In cases where these are silent about procurement, it is unclear whether the provisions of the Financial Administration Audit (Financial) Rules, 1971, are always applied.

The main problems and causes presented at the time of project preparation can be described as follow:³

The national procurement system in Barbados had inefficiencies that resulted in a lack of maximization of the use of government resources and less transparency than desirable in public expenditures. This situation was due to the following: (i) lack of a legal framework with the essential elements of a well-functioning- procurement system; (ii) insufficient procurement operations framework; (iii) lack of institutional framework and capacity; and (iv) inadequate technological infrastructure.

The procurement legal framework lacked: (i) clarity regarding the responsibility of different actors and special procurement procedures that may be granted by Cabinet;⁴ (ii) an independent appeals mechanism; (iii) consideration regarding regional and international trade obligations; (iv) specific penalties/sanctions for non-compliance with procurement rules; (v) support for the decentralization of specific (non-general) procurement activities; (vi) the use of standard bidding documents and contracts; (vii) public accessibility to procurement information, including qualification requirements for suppliers and contractors, methods of procurement, and conditions for their use; and, lastly, (viii) green procurement considerations.

The procurement operations framework and marketplace was insufficient in that: (i) there was no functional and normative unit to monitor and propose policy regarding public procurement in the country; (ii) there was no established framework for the collection and maintenance of procurement statistics; (iii) the CPD and the Tenders and Special Tenders Committees operations and methods were costly in terms of staff time and lack appropriate modern tools and methodologies; (iv) the ministries and departments periodically procured goods and services directly from suppliers, bypassing the CPD; (v) in general, ministries and departments presented limited procurement capacity; and (vi) there was a variance of practice across different statutory bodies.

The procurement institutional framework was deficient in that: (i) organizational structure and job descriptions to carry out the procurement functions were inadequate; (ii) there did not exist specific career streams in procurement; (iii) regular civil servants carried out the procurement function, most of them without a background in procurement; (iv) there was no professional code of conduct specific to public procurement staff and activities; and (v) there was limited focus on training and development of procurement professionals.

The technological infrastructure was inadequate because of the absence of: (i) an IT procurement strategic plan, instruments to process, report and disseminate information, and obsolete and insufficient computer equipment to support the procurement functions and procedures; (ii) a plan providing guidance on how to deal with transitioning of personnel into new functions and the establishment of new procedures; (iii) public information about procurement opportunities, the name of the winning bidder and the amount of the contract award; and (iv) standardization and automation of many aspects of the purchasing process.

b. Project Description

(i)

Development Objectives

The project's general goal was to support the Government of Barbados in modernizing its national procurement system. Its specific goal was to improve the effectiveness of public procurement, saving time and money through competitive prices and reduced process time, while ensuring the transparency and integrity of the system.

³ The majority of the problems are still the same.

⁴ Financial Administration and Audit (Financial Rules), 1971, Clause 137A.

(ii)

Project Description

The project was designed to support activities in four strategic areas: (i) creation of a central regulatory and normative body within the MFEE to monitor and assess procurement activities in accordance with international best practices, as applicable, while taking into account developments within the Caribbean Single Market Economy (CSME) Government Procurement regime; (ii) more efficient management of the common goods and services procurement through the Central Purchasing Department, which will generate greater economy of scale; (iii) decentralization of specialized goods and services procurement carried out by ministries and departments (i.e. Barbados Drug Service, defence/security); and (iv) standardization of various aspects of the procurement process carried out by all public entities, which will increase transparency, accountability and utilization of the system. The project's strategic areas are reflected in four components that were to be implemented over a five-year period.

(iii)

Components

Component I – Public procurement legal framework strengthened (US\$660,000). Under this component, the project aimed to introduce a public procurement policy that would provide clear guidance to all procuring entities in Barbados, capturing both conventional and innovative types of procurement. The policy would be supported by relevant regulations, under the existing legislative framework, which would be tested and fine-tuned during project implementation. Dedicated legislation in public procurement would be drafted towards the end of the project to reflect the experiences acquired throughout the implementation of the regulations. Enactment of a new procurement law useful to strengthen the legal framework was not a condition for advancing any of the components of this operation. This component would, therefore, have an iterative self-directing design.

Component II – Procurement operations and marketplace improved (US\$1,790,000). This component aimed to provide on-going support to stakeholders handling public procurement, particularly to key institutions in the procurement system, such as: (i) to create and staff a Procurement Policy Unit (PPU) within the authority of the Ministry of Finance, Economic Affairs and Energy as a normative and functional body with oversight responsibilities in public procurement. The PPU would also be responsible for monitoring procurement activities as they relate to the national budget; (ii) to strengthen Central Purchasing Department (CPD) by supporting rationalization and improvements in CPD operations, especially with regard to expanded application of supply chain management and the provision of other modern techniques in public procurement, in addition to improvements in Information and Communication Technology (ICT) and general physical accommodation of the CPD; (iii) to strengthen the Office of the Solicitor General, including support for the implementation of more efficient contract preparation, expanded use of ICT systems, professional and technical support and training; (iv) to improve capacity of the Tenders and Special Tenders Committees by analysing how these bodies currently operate and recommending improvements in their structures and functions. Training was also to be provided in procurement matters, including more innovative contracting methods; and (v) to strengthen the ministries, departments, statutory bodies, supplier community and other related entities by providing support on the implementation of the instituted regulations and related tools. Some directed assistance would be provided to entities dealing at arm's length with public procurement such as the Accountant General, the Judiciary and Members of the Parliament.

Component III – Procurement institutional capacity strengthened (US\$635,000). This component would assist the GOB to initiate and implement a career stream in public procurement within the civil service and to establish a sustainable, ongoing training project in public procurement, by the: (i) development of PPU and CPD organizational structures and job descriptions with specific attention to the staffing of PPU in accordance with the profiles developed, and strengthening of CPD with the rationalized structure and newly developed profiles; (ii) development of strategic plan in career-stream and relevant human resource manual through which personnel handling public procurement shall be accredited and identified as procurement specialists within the civil service; and (iii) implementation of continuous professional development projects, including the preparation of related materials to train public officials at all levels in public procurement.

Component IV - Technological infrastructure modernized and updated (US\$1,585,000). This component aimed to focus on the establishment of an e-tendering system (dissemination of procurement opportunities and results of tenders/procurement processes) throughout all procurement sub-systems in

Barbados, by the: (i) development and implementation of a Technological Infrastructure Plan, which would map the requirements in terms of procurement related hardware and software throughout the public service. Any new systems that were to be developed would consider the existing ICT based financial management systems; and (ii) development and implementation of an E-Tendering System, inclusive of training of procuring entity personnel for the full use of the system.

c. Quality -At- Entry Review

The operation presented an adequate diagnosis of the problems and a proper characterization of the proposed solutions. The main factors (or causes) contributing to the problems were clearly identified; however, the project document did not provide sufficient evidence, indicator baseline and quantification (magnitude) of the problems. The Country Procurement Assessment (CPAR -2004) provided a solid diagnosis and identified the main gaps to be addressed by the Project. The solutions proposed to address these deficiencies were built on a reform agenda led by the GOB and supported by efforts by CARICOM to move toward a harmonized regional procurement system in the CARICOM Single Market and Economy (CSME). The vertical logic of the proposed intervention, that is the cause and effect relationship between the project's inputs, activities, outputs, outcomes and impacts, was reflected in the results matrix.

The intended project's beneficiaries and risks that may negatively affect the achievement of the project's results as well as mitigation measures were properly identified; however, no ex-ante or ex-post economic analysis had been prepared or proposed based on conservative assumptions. The main impact expected from the Project, "Improve from 50 to 42 the index of the World Forum competitiveness", is considered a good indicator to measure the country improvements in public procurement.

The project was aligned with the Country Strategy (CS), which aimed at addressing institutional capacity weaknesses that inhibit the efficient and competitive functioning of the public and private sector, through interventions in areas such as customs and tax administration, standards, strengthening of statistical services and modernization of public procurement. As the Bank, has worked in procurement modernization internally, with other multilateral organizations (harmonization) and through regional and country specific projects, it brings a rich experience to the design and implementation of projects in this area.

III. Results

a. Macroeconomic and Fiscal results and projections

Before presenting the progress achieved because of the interventions of this project⁵ (products), it is important to clarify the difference between delivering and implementing a product, which characterizes many of the interventions carried out by this project. In this context, this project is categorized by a high level of delivering products and a more modest level of implementing these products. For example: Most of the firms and consultants hired for a specific task, could develop their deliverables, such as: legislation, regulations, manuals, procedures, standardized bidding documents, organizational structures, job profiles, and systems. The deliverables that were developed are aligned with international best practices and provide the foundation and tools for a modern public procurement system in Barbados. However, except for the e-procurement system, most of the recommendations have not yet been put in place. In the case of the e-procurement system, the IT application was installed and is available for use, but no procurement entity is operating the system yet. The reason provided by the GOB is that the procurement law must be in place before many of the deliverables financed by the project can be implemented.

When the project was designed, the strategy recommended for the Component I - Public procurement legal framework strengthened, was based on the development and approval of a public procurement policy, supported by relevant regulations, under the existing legislative framework, that would provide clear guidance to all procuring entities in Barbados, capturing both conventional and innovative types of procurement, with the idea that towards the end of the project, dedicated legislation in public procurement would be drafted to reflect the experiences acquired throughout the implementation of the regulations. The enactment of a new procurement law to strengthen the legal framework would not be a condition for advancing any of the components of this operation. This is considered best practice in public procurement reform and modernization, as it enables a country to adjust over time rather than making changes

⁵ Interventions can be described as a group of activities that need to be carried out in order to generate a deliverable (product). A deliverable could be a simple study prepared or a complex system developed and implemented.

permanent from the start in legislation. However, despite the recommendations of the Bank, the GOB authorities involved in the execution of the project, determined that much of the interventions developed by the project would require the new legal framework for their implementation instead of public policies and regulations that could have sufficed in the meantime. This was unfortunate, given the time needed to approve a law in Barbados. As a result, although most of the products' deliverables were satisfactorily accomplished; the majority of them are still pending the completion of the corresponding draft law and its approval by the Parliament.

In this context, economic, fiscal or procurement progress achieved since the project preparation is difficult to assess given that the interventions are still pending the legislation. The Risk Factors Section presented in this document provides more details about the causes that affected the performance of project implementation.

b. Project Outcomes

ACHIEVEMENT OF DEVELOPMENT OBJECTIVES (DO)	
Development Objective(s) (Purpose): The general goal of the project was to support the Government of Barbados in modernizing its national procurement system. Its specific goal was to improve the effectiveness of public procurement, saving time and money through competitive prices and reduced process time, while ensuring the transparency and integrity of the system.	
1. IMPACT - Increase Transparency and Accountability in Public Procurement <i>Classification: HP, P, LP, I</i>	
Planned Impacts	Impacts Achieved
1.1 Improve from 50 to 42 the index of the World Forum competitiveness.	1.1 Not Achieved – The current Barbados position is 55. In a score of 12 pillars, Barbados presents an average of 4.4 in a range from 0 to 10. ⁶
1.2 Public procurement in Barbados aligned with international procurement best practices, as applicable, while taking into account developments within the Caribbean Single Market Economy (CSME) government procurement regime	1.2 Not Achieved – Neither the legal framework nor the procurement processes and instruments were established or are operative. These elements are the pillars to comply with the best practices in procurement.
1.3 Decrease the average unit price in real terms of selected index of goods, works and services.	1.3 Not Achieved – The original Result Matrix, indicated that the baseline was supposed to be developed; however, the baseline was not carried out by the original project team and consequently there is no information available to measure the indicator.
1.4 Increase from x% to 90% the users assigning a satisfactory or higher rating to the procurement system.	1.4 Not Achieved – A survey was not carried out before or after the project.
1.5 Increase to x% to 90% Statistical information on public procurement entities that is captured in the system.	1.5 Not Achieved – The system was developed and is available for users, however it was not implemented so there is no information available.
2. Outcomes indicators <i>Classification: HP, P, LP, I</i>	
Planned Outcomes	Outcomes Achieved
2.1 Public procurement regulatory framework strengthened.	2.1 Not Achieved – The new procurement law is currently being drafted. It is estimated that it will be submitted to the MOF for final review by the end of 2016 and submitted to Parliament in 2017

⁶ [World Economic Forum 2014-2015](#)

2.2 Procurement operation and marketplace improved	2.2 Not Achieved – All new procedures, standard instruments and system were developed but have not been implemented as they are pending the approval of the law.
2.3 Procurement institutional capacity strengthened.	2.3 Partially Achieved – Training and courses have been carried out; however, due to the new processes, standard instruments and system were not implemented, many of these training and courses are now outdated.
2.4 Technological infrastructure modernized and updated.	2.4 Substantially Achieved – Despite the fact that the system was developed and available for users, and that some IT equipment was purchased and was installed, the system is not operational pending the approval of the procurement legislation.
Summary Development Objective(s) Classification (DO):	
[] Highly Probable (HP) [] Probable (P) [X] Low Probability (LP) [] Improbable (I)	
Justification. Only 2 of 9 indicators presented some achievements. The only reason the score was not considerable Improbable is because the Implementation Progress (IP) presents a score probable and still there is considerable probabilities that the interventions delivered by the project can be implemented and the results achieved. The project developed the foundation for a modern public procurement system, with all the necessary tools, which is why the classification is probable. Achieving development goals however will depend on the passage of the procurement legislation and renewed political support for the implementation of the deliverables that were developed. This will be affected by how the government will follow the recommendations proposed in this document.	
Country Strategy. The project was aligned with the Country Strategy, which aimed at addressing institutional capacity weaknesses that inhibit the efficient and competitive functioning of the public and private sector, through interventions in areas such as customs and tax administration, standards, strengthening of statistical services and modernization of public procurement. As the Bank has worked in procurement modernization internally, with other multilateral organizations (harmonization) and through regional and country specific projects, it brings a rich experience to the design and implementation of projects in this area.	

c. Project Externalities

The only externality identified that could be associated with the low performance of the implementation of the interventions financed by the project, as well as its corresponding impacts and outcomes is related to the gradual deterioration of Barbados' fiscal situation (2008-2016), according to the information provided in the 2016 IMF Article IV. The adoption of best practices in procurement can generate important savings to government expenditures, contributing to eliminate arrears and reduce the fiscal deficit, but they take time and require significant political capital. However, government priorities were redirected to addressing immediate fiscal problems that could be undertaken in the short-term. Considering that public procurement is a key element of good public financial management, this change in priority was unfortunate.

d. Project outputs

IMPLEMENTATION PROGRESS (IP)	
Outputs indicators Classification: HP, P, LP, I	
1. Component I - Public Procurement Regulatory Framework Strengthen	
Planned Outcomes	Outcomes Achieved

1.1 Identify and draft the procurement legislation and regulations, manuals and standard bidding documents	1.1 Partially Achieved - Crown Agents prepared draft procurement legislation (2011) and standard bidding documents (SBD's). The Office of the Solicitor General is in the process of reviewing the SBD's developed since 2012. The draft procurement legislation was submitted to the Chief Parliamentary Council (CPC) as a technical paper and the CPC is in the process of preparing a third draft legislation.
1.2 Seminars to train users in new procurement legislation, regulations, manual and standard bid documents	1.2 Partially Achieved - Crown Agents trained 12 Trainers. Many of those trained are no longer working in procurement areas and some have transitioned to other government entities. Training to other government officers is pending the passage of the procurement legislation and has been delayed. Another group of 12 officers will have to be trained to deliver training to the other officers.
1.3 Development a strategy for the implementation of framework contracts including training procedural manuals	1.3 Partially Achieved - International Governance Solutions (IGS) has defined the strategy for implementation of framework agreements. ⁷⁷ As part of the assignment, a pilot in the use of framework agreements is to be undertaken. The pilot will include the coverage of the agreement and the monitoring and evaluation of the use of the framework agreement. Market research to select the goods and services for the pilot has been completed. However, the undertaking of the pilot is pending the legislation and has been delayed.
2. Componente II - Procurement Operations and Marketplace improved	
Planned Outcomes	Outcomes Achieved
2.1 Develop a modernization plan for supply Chain Management including Training	2.1 Substantially Achieved - SmartStream Supplies Management Module will be used as the Inventory Management System. Hand Held Devices (barcode readers) and corresponding management software was purchased for use in 5 warehouses. Purchase of the Wi-Fi and routers installation is currently being assessed.
2.2 Training of Staff in Supply Chain Management	2.2 Not Achieved - Once the Wi-Fi and routers are installed, training will be undertaken.
2.3 Logistic Support for CPD including offices and warehouse renovations, furniture, IT equipment and software	2.3 Substantially Achieved - Phase I of the erection of offices and improvements to buildings is currently being undertaken and will be completed by the end of the calendar year. Phase II is scheduled to commence when Phase I has been completed.
2.4 Training in procurement planning and operations in accordance with new regulations/policy, logistics	2.4 Substantially Achieved - The Chartered Institute of Procurement and Supply (CIPS), in association with the UNDP, provided training for 90 officers at level 2 certification. 64 officers are currently undertaking level 3 with level 4 planned for 2017. Training is also to be provided in the use of the Electronic Procurement Information System (ePIS) but has been put on hold pending completion of the legislation. This is to ensure compatibility with the legislation.
2.5 Training to strengthen capacity of the Office Solicitor General, logistics	2.5 Fully Achieved - Officers from the Office of the Solicitor General (OSG) received training in Procurement Law and Governance from the University of the West Indies, Procurement Law and Practice from Osgoode Professional Development Centre and International Public Procurement from the International Law Institute.
2.6 Training to strengthen capacity of tenders/special, tender's committees, logistic	2.6 Not Achieved - Training still to be undertaken.
2.7 Training to strengthen capacity of Office of the Barbados Auditor General, logistics	2.7 Fully Achieved - The National Audit Office of the UK (NAO) conducted training for Officers at the Barbados Audit Office (BAO). In addition, the BAO is in the process of acquiring Audit Management Software for use.
3.3 Componente III - Procurement Institutional Capacity Strengthened	
Planned Outcomes	Outcomes Achieved

⁷⁷ A procurement framework is an agreement put in place with a provider or range of providers that enables buyers to place orders for services without running lengthy full tendering exercises. Frameworks are based on large volume buying.

3.1 Develop a change management strategy including training	3.1 Partially Achieved - individual consultant (Ms. Norma Shorey-Bryan) developed a change management strategy and a communications strategy and undertook training of officers at the Central Purchasing Department to transition to the new Department. The strategy has not been implemented yet.
3.2 Develop a career stream in procurement and related operational procedures	3.2 Partially Achieved - IGS developed the career stream in public procurement and developed the organizational structures, job descriptions and procedural manuals. The organizational structures, job descriptions and procedural manuals have not been implemented yet, pending passage of the legislation.
3.3 Develop a strategy to strengthen procurement capacity in stakeholder's institutions	3.3 Partially Achieved - IGS developed the strategy to streamline the public procurement processes. As a result of the recommendations contained in the interim and final reports, the Cabinet approved the re designation of the CPD to the Government Procurement Department, agreed to the structure of the new department, the schedule of posts, the use of framework agreements and the development of a training PROJECTME for a career stream in procurement. The processes have not been implemented yet.
3.4 Develop and implement a training project	3.4 Fully Achieved - The Training Administration Division (TAD) will be undertaking in-house training of approximately 260 public officers in public procurement. The TAD has developed the training PROJECTME and is awaiting the new procurement legislation in order to commence training. 2. The Barbados Community College has commenced a two-year Associate Degree in Procurement. The curriculum was developed and teaching commenced in September 2014. 24 students are undertaking the PROJECTME that will be completed in September 2016. This degree program in public procurement is a first in the Caribbean and is a major achievement of the program as it will contribute substantially to the potential for professionalization of public procurement in the country and serve as a potential model for other countries in the region.
3.4 Component IV - Technological infrastructure modernized and updated	
Planned Outcomes	Outcomes Achieved
4.1 Development and implementation of an IT strategic plan	4.1 Partially Achieved - An individual consultant (Mauricio Matov) developed an IT strategy for the Government of Barbados. Based on the recommendations, an Electronic Procurement Information System was acquired. Full implementation of the strategy is pending implementation.
4.2 Modernize technological infrastructure	4.2 Fully Achieved - Fujitsu Caribbean Ltd developed a Network topology and installed fiber cabling and servers.
4.3 Assessment of an electronic procurement information system	4.3 Fully Achieved - The specification for the E-procurement and E-tendering Information System was developed and used for the acquisition of an off-the-shelf application.
4.4 Acquisition and implementation of an e-tendering and e-purchasing package including training	4.4 Partially Achieved - An E-procurement and E-tendering electronic off-the-shelf application was acquired and customized. The system chosen was PROACTIS. The system was developed and tested but has not gone "live" due to the delay in the procurement legislation. The current legislation does not provide for electronic tendering. PROACTIS already upgraded its systems a couple of times; however, the GOB system has not been upgraded yet. According to the head of the Information System Unit (ISU), the new PROACTIS version has different functionalities and screens format. It is recommended to install the most recent version and carry out the corresponding training. Only 5 licenses were acquired, but approximately 100 will be needed.
4.5 Development, purchase and adapt interface software for contract preparation for Office of Solicitor General	4.5 Partially Achieved - The IDB has approved the upgrade of the current software being used by the Office of the Solicitor General. Arrangements are currently being made to purchase the upgrade and train the officers.
Reformulation. [X] N/A	

Summary Development Objective(s) Classification (IP):

☐ Highly Probable (HP) ☒ Probable (P) ☐ Low Probability (LP) ☐ Improbable (I)

Justification. Most of the interventions were substantially or partially achieved (deliverables prepared by firms and consultants); however not all the interventions were implemented. The evaluation team believes that there is still time to take advantage of the products delivered, in case the government follows the recommendations made in this document. Annex IX provides a comparison between activities planned and activities delivered. In this context, the project faced deviation in only two activities: (i) adoption of the procurement policy paper to support the implementation of the delivered activities; and (ii) creation of the Procurement Policy Unit (PPU) to guide the reforms. These two deviations can be considered critical for the unsatisfactory results in implementing the project activities.

Country Strategy. The project was aligned with the Country Strategy, which aimed at addressing institutional capacity weaknesses that inhibit the efficient and competitive functioning of the public and private sector, through interventions in areas such as customs and tax administration, standards, strengthening of statistical services and modernization of public procurement. As the Bank, has worked in procurement modernization internally, with other multilateral organizations (harmonization) and through regional and country specific projects, it brings a rich experience to the design and implementation of projects in this area.

e. Project Costs

Categories	Total Costs Planned			Total Costs Executed		
	IDB	Local	Total	IDB	Local	Total
1. Supervision and Administration⁸	100,000	950,000	1,050,000	18,249	507,568	525,917
1.1 SPU/PPU	100,000	950,000	1,050,000	18,249	507,568	525,917
2. Direct costs	4,705,000	0	4,705,000	2,685,549	175,010	2,860,559
2.1 Public procurement regulatory framework strengthened	660,000	0	660,000	449,109	37,201	486,310
2.2 Procurement operations and marketplace improved	1,825,000	0	1,825,000	1,013,912	24,608	1,038,520
2.3 Procurement institutional capacity strengthened	635,000	0	635,000	434,670	13,777	448,447
2.4 Technological infrastructure modernized and updated	1,585,000	0	1,585,000	787,858	99,424	887,282
Subtotal	4,770,000	950,000	5,720,000	2,703,898	682,578	3,386,476
3. Concurrent Costs	207,250	0	207,250	180,342	19,557	199,899
3.1 Evaluations	60,000	0	60,000	22,500	0	22,500
3.2 External Auditing	147,250	0	147,250	157,842	19,557	177,399
4. Contingencies	22,750	0	22,750	0	0	0
TOTAL	5,035,000	950,000	5,985,000	2,884,240	702,135	3,586,375

IV. Project Implementation

a. Analysis of Critical Factors

Several critical factors contributed to the less than optimal results presented in the execution of the present operation, including:

- 1. Absence of a new legal framework.** According to interviews with the members from the original team responsible for the design of the project, the main project document stated clearly that the project interventions did not require the approval of a new procurement law, especially those related to the new processes, standard bidding documents and e-procurement system. The strategy of the project envisioned a public policy document that would be supported by specific regulations based on the “**existing legal framework**,” which would guide the modernization and, at the same time, allow the implementation of some important best practices in procurement, without conflicting with the existing law. In the worst-case scenario, some interventions could be implemented on a pilot basis in one or two line-ministries and later be extended to other line-ministries. Based on this strategy, the new law could be drafted, discussed, and approved without delaying the main project activities, independently of how long the process to approve the new law would take.

⁸ Budget resources included under Supervision and Administration will also cover the cost of the Procurement Policy Unit described earlier during the project implementation period.

During the following six years of the execution of the project, it was perceived that it was better to focus on the approval of the new law rather than the approval of what was seen as an unnecessary policy paper. This was unfortunate as the policy paper never became an official policy that could have supported the implementation of the new interventions, while the legislation was being prepared.

The IFD/FMM team that took over in March 2015, had the necessary expertise and worked closely with the government to identify a strategy and measures that could be taken to improve the country's public procurement system while the legislation was pending. These include activities such as the UNDP/CIPS training for 90 procurement officers in June of 2016, the hosting of the Caribbean public procurement conference in the context of the Inter-American Network on Government Procurement to build capacity and political support for procurement modernization and the piloting of eGP in Bank financed projects. However, by then it was too late to undertake any major steps as the project was closing in September 2016 and the momentum that had existed at the beginning of the project was spent.

At the present time, the law is still in preparation by the Chief Parliamentary Council (CPC) and it is estimated that it will be sent to the MOF for review by the end of 2016 with submission to Parliament in 2017. Several products had been delivered but not yet implemented, including the structure of the procurement system, the new procedures, the bidding documents, as well as the e-procurement system.

2. **Leadership.** According to interviews with the members from the original team responsible for the design of the project, the project had strong support from the Head of Central Purchase Department (CPD)⁹ during the beginning of its design; however, due to changes in the direction of the CPD; which, occurred still during project preparation in 2008, a technical public servants assumed the direction of the CPD, and the project lost the political support; which, is an important element for the success of the implementation of any project. Considering that the project comprised important intervention related to introducing changes in the line ministries and in the Office of the Solicitor General (OSG) business model, a strong leadership was required in order to support the changes. It is common knowledge that resistance to change is one of the main problems faced in any institutional reform, and the absence of a new legal framework to support the changes was a perfect argument to postpone the changes and avoid the reform.
3. **Stakeholder participation.** Based on the interviews carried out by the PCR team, there is evidence that the Special Coordinating Unit did not sufficiently promote coordination with the main stakeholders for the development and implementation of the products. For example, the Office of the Solicitor General, until the date when the PCR interviews were carried out, did not review or approve the standard bidding documents, which were developed by Crown Agency in July 2011. This was one important element that played against the generation of project ownership among the stakeholders.
4. **Strategic view to anticipate and identify solutions to mitigate execution problems.** As mentioned above, there could have been steps that could have been taken to address the problems created by the dependence on the passage of the procurement law to allow the implementation of some of the key deliverables developed by the project. This may be explained by the loss of priority of procurement as an instrument to contribute in the short-term to mitigate the deterioration of Barbados' fiscal situation. Nevertheless, the project team that took over in March 2015 could identify some important activities and was working with the Government to advance on them when the project closed.
5. **Change management instrument to facilitate the reform.** The absence of a change management instrument was a critical element that contributed to the insufficient project performance. The use of change management techniques in this operation could have helped avoid some of the aforementioned problems presented, including the one related to the legislation. Best practice recommends that any institutional reform has to be supported by specific change management tools and methodologies to facilitate people's reaction to changes and smooth the introduction of new procedures and systems. A change management and communications strategy was developed but was not implemented.

⁹ Mr. Ronald Bascombe, who had a strong political support from the MOF.

b. Borrower/Executing Agency Performance

The borrower was the GOB and the Executing Agency was the MOF through the Special Project Unit (SPU) from 2008 to April 2014¹⁰ which was replaced by the Project Coordinating Unit (PCU) until the present date. The SPU was a well-staffed Unit in charge of carrying out all project activities such as: monitoring, contracting, finance, accounting, and supervision. This SPU could coordinate, in a satisfactory manner, the development of most of the project deliverables; however, the Unit did not count with sufficient strategic view to anticipate and propose mitigation to the main problem regarding the dependency of the project on the approval of the procurement law. The current PCU is staffed with 2 people, and it is in charge of monitoring and supervising some project activities. The activities related to contracting, finance and accounting are being carried out by the MOF. The PCU counts with satisfactory monitoring and supervision tools, based on excel controls; which information is well updated according to project physical and financing execution progress. However, the PCU had limited capacity to resolve fiduciary issues that affected execution. The Head of the PCU is a former member of the SPU who is knowledgeable about all aspects and history of the project. The current PCU however, does not have sufficient political power to make any decision that could mitigate the challenges generated by the absence of a procurement law.

Borrower/Executing Agency			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

c. Bank Performance

The Borrower Evaluation stated that the Bank has been supportive during the execution of the loan. Generally, responses have been timely and staff cordial.

Bank Performance			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

V. Sustainability

a. Analysis of Critical Factors

The PCR team believes that it is not possible to identify or evaluate critical factors regarding sustainability, considering that the main activities of the project are still pending the passage of the procurement legislation. What could be evaluated is the sustainability of the deliverables waiting for the approval of the procurement law to be implemented. This includes the strategies, new processes, standard bidding documents, organizational structure, training programs and the e-procurement system that have been developed. A brief evaluation about the probability about a future use of these deliverables raises concerns that it will take time to review, approve and implement them, when the new law is approved.

A diagnostic assessment of the new law¹¹ found that the package of drafts currently being prepared represent a significant improvement on the situation described in the Procurement System Assessment Report (PSAR), which was carried out in 2010. They provide a clear legal and regulatory framework which will establish a mostly coherent and robust national procurement system. The major strength consists in the overall improvement of the current situation through the adoption of a proper structure and hierarchy of legislative and regulatory measures to be put in place; the establishment of procurement institutions established with appropriate functions; the creation of an enforcement mechanism to ensure implementation and the adoption of a practical guide (the Manual) to facilitate implementation and standard bidding documents which cover a range of goods, works and services, including consultancy services. Each of the SBDs and templates also include contractual documents

¹⁰ The SPU was dismantled because the Unit was originally setup for the execution of 4 projects and 3 of these projects were finished and there was no justification to keep a big group for the execution of a project that was almost finished (procurement) and was proceeding at such a slow pace.

¹¹ BARBADOS: Diagnostic Study on the Public Procurement Legal and Regulatory Framework Draft Package. September, 2016

modelled on IDB documents. In addition, there is a single draft Manual which details the procedures to be applied, providing much practical information and checklists. The draft law also provides for a right for disappointed bidders to review where they allege that they have or are likely to suffer loss or injury due to non-compliance. There are three levels of review, compatible with international practice, which is well articulated and where the review is carried out by a body independent of the procuring entity. Finally, from an institutional perspective, the package establishes the position of Chief Procurement Officer (CPO) who is assigned functions which, in part, consist of functions usually associated with a national normative/regulatory and all the expected functions are properly assigned to this entity. The report indicated that there continue to be some inconsistencies, between the legislation and the subsidiary documents (manual, standard bidding documents, etc.), which should be corrected. The report also indicated that implementation is likely to remain a challenge and will require support.

This law is in its third draft process of preparation. The first was prepared by Crown Agency in June 2011 and the second and the third draft have been prepared by the Chief Parliamentary Council (CPC).

b. Potential Risks

1. **Procurement Legal Framework.** There is a high risk that the procurement law will continue to take a considerable amount of time to be approved (on average laws take around 6 years in Barbados). The main causes associated with this risk are: (i) the law was not sufficiently consulted with the main stakeholders; (ii) the law is being developed in an isolated process by CPC. Just one lawyer oversees its preparation; and (iii) currently, public procurement reform is not a top priority for the GOB.
2. **Project deliverables.** There is a risk that many of the deliverables financed by the project will be not useful given the passage of time and their dependence on the approval of the procurement legislation. Considering that the CPC does not know in detail the content of the project deliverables, it is likely that all deliverables must be reviewed and adjusted according to the law to be approved.
3. **Training carried out by the project.** Most of the training provided by the project will not be used, as much of it was carried out in 2011, and most of the people trained at the time have since left the government or moved to other areas not related to procurement. Nevertheless, there were important advances in the area of training, including the associate's degree, which is an important step in preparing the country for public procurement as a profession is critical bedrock of a modern procurement system, as well as the CIPs training of 90 procurement officers in June of 2016.

c. Institutional Capacity

Barbados continues to carry out most of their procurement activities according to the same concepts it carried out during the beginning of project preparation. The section titled "Project Context" in the beginning of this document provides the main characteristics of the public procurement system in Barbados. No improvement in procurement institutional capacity was reported given that most of the institutional strengthening measures are pending the procurement legislation. In this context, there is no institutional capacity aspects related to the project activities that could be raised or evaluated in this section. However, as mentioned above, the new legislation will provide for a modern public procurement system, including the new institutional structure that will be based on international best practices.

Sustainability Classification SU:

<input type="checkbox"/> Highly Probable (HP)	<input type="checkbox"/> Probable (P)	<input checked="" type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
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VI. Monitoring and Evaluation

a. Information on Results

The PCU has satisfactory monitoring and supervision tools, based on excel controls; information is well updated according to project physical and financing execution progress. The Head of the PCU is the Permanent Secretary of Finance, the day to day running of the PCU is done by the Project Administrator, who is a former member of the SPU, and is knowledgeable about all aspects and history of the project. The

current PCU however does not have sufficient political power to make any decision that could mitigate the problem generated by the absence of a procurement law. Regarding the evaluation aspects, presently there is nothing that can be evaluated regarding project impacts or results, because the main project deliverables have not been implemented yet. No issues had been reported in relation to the performance of the Project Steering Committee (SC), however, as one of its main function is to provide the strategic guide lines to the project, the SC could have been more proactive in promoting alternatives to mitigate the delay in preparing and approving the procurement legislation.

In relation to the supervision and evaluation originally planned, the supervision missions had been carried out according to their schedules (the aid-memoires are available for consultation), as well as the audits and the intermediate and final evaluations. According to the Bank Project Management Report (PMR) no issues had been reported in relation to these subjects.

The Borrower and the Bank carried out a workshop seminar to assess the likelihood of achieving the project's medium- and long-term expected results, to determine the conditions for sustainability of the project, to identify any further support the GOB may require for its public procurement improvements, and to discuss the Project Completion Report. Prior to these meetings, the Borrower provided information and documentation requested by the Bank regarding the near-term achievement of the project's objectives.

b. Future Monitoring and Ex-Post Evaluation

The project results were satisfactory in terms of deliverables developed and unsatisfactory in terms of implementation. It is recommended that the project's results continue to be monitored and supported by the Bank, especially as some deliverables are in the final phase of preparation. The deliverables that were developed are of high quality and could provide key inputs for modernization efforts going forward. They are in line with international best practices and could provide the foundation for a modern public procurement system. To that regard, the recommendations section of this PCR provides specific short and medium-term mitigation measures that can help the Government achieve the expected results if the deliverables are implemented.

VII. Lessons Learned

The main lessons learned identified are:

- 1. Importance of leadership.** Without strong leadership ("Champion") any institutional reform has limited chances of success. It is well-known, and was again confirmed by this projects experience, that any project that introduces complex institutional reform must have strong leadership and political support from the very beginning until the end. To this regard, even though the project counted on substantial leadership during its preparation, this did not continue to the same extent throughout the execution period, which could have mitigated some of the problems that were created with the dependency on the new procurement law for the implementation of the project deliverables.
- 2. Following the planned strategy.** It is important to emphasize that planned strategies are key elements for the success of institutional reform. This meant that the main strategy of the project document was not followed. The original purpose was to disassociate the approval of the procurement law from the implementation of the main instruments for the strengthening of the procurement functions. This was planned to be achieved through the preparation of a procurement policy paper complemented by specific regulations compatible with the existing law, which could provide the legal support for the implementation of the project deliverables. Unfortunately the procurement policy was never adopted.
- 3. Expertise in the topic of public procurement.** Public procurement reforms are difficult, both technically and politically. It is critical that leadership of such projects be carried out by experts in the topic in order to be able to provide the necessary support and technical dialogue with the government. Different options should have been presented, which could have helped the country avoid the issues associated with dependence on the procurement legislation. The FMM team that had taken over the loan in March 2015, had the necessary expertise and made progress to this regard, but it was too late given that the project was in its very final stages.
- 4. Consultation with the stakeholders.** Any reform must be adopted by the main stakeholders. As no policy paper was prepared or discussed among the main stakeholders, as well as no legal document was developed to provide the legal support for the implementation of the project deliverables, the

project did not achieve its expected impact and results. If extensive forum of debates had been carried out for the approval of the procurement policy, the matter of the dependency of the law to carry out the problems regarding the implementation of the project deliverables might have been mitigated at the beginning of project execution. Lessons learned 1 and 2 also contributed to this third lesson learned.

5. **Legal framework to support reforms.** The approval of a law should not be a determining condition for the implementation of the interventions of an investment project. The legal framework is a support for sustainability and enforcement and not be a requirement for its implementation. This is a very well-known lesson at the Bank. Considering this change in strategy of the project after it was approved and no alternative identified, the execution of the project should have been suspended or cancelled very early on until the condition was achieved. The project team that took over the loan in March 2015, worked closely with the government to identify a strategy and activities that could be carried out without the legislation, but by then it was too late to implement major changes as was mentioned above.
6. **Training strategy.** An important pillar for a sustainable project is the implementation of permanent training program when the interventions are implemented, to take advantage of the momentum when the new procedures and systems are operative. In the case of the present project, most of the training was provided in 2011, when the interventions had been in development. Most of the people that received training by the program have left the GOB or are no longer working in public procurement. However, the CIPS training in June of 2016 in the principles of good public procurement and the associate's degree were important steps in this area. The lesson learned from this experience is that training has to be carried out in the right time, in order to avoid losing moment and wasting the resource.
7. **Change management.** Institutional reform changes the way people work and generates strong reaction among the staff. Because of the absence of an instrument to facilitate institutional changes, very few people at the GOB were aware that a reform was supposed to be carried out. With the exception of some courses provided by the project, which generates a very positive reaction among government employees, no mechanism to disseminate or to prepare the employees for the changes was carried out. The seminars that were carried out were not led by experts in change management techniques and they were not part of an integrated program to prepare the GOB to the procurement reform. A formal change management program would have been very useful in addressing and mitigating some of the issues associated with the procurement law.

VIII. Recommendations

In order for the project to achieve its objectives, it will be important for the Bank to continue supporting the government in the implementation of the deliverables that are pending the procurement legislation; however, without a government "Champion" to lead this process the risk in not implementing the deliverables is very high.

The main recommendation is to make an effort to implement the bidding documents and the e-procurement system at least in a pilot basis. For this purpose, the following actions should be taken: (i) the draft documents (Bill, Rules, Manual and SBDs) should be thoroughly reviewed and amended to ensure consistency. Where provisions appear in the Manual that do not appear in the Bill or Rules which create rights and obligations, these provisions should be reflected more clearly and explicitly in the Bill and/or Rules. The Manual should provide procedural detail and should not create new rules; (ii) the OSG has to review and validate the standard bidding documents prepared by the project and start a pilot implementation in one or two line-ministries (a pilot process does not need a new law in place), checking for any inconsistencies. When these documents are consolidated, they have to be adopted by other line-ministries; (iii) The Information System Unit should interact with the firm PROACTIS in order to update the e-procurement system to its latest version, and implement the system on a pilot basis in at least one line-ministry. Both the IDB and the Caribbean Development Bank have been in preliminary discussions with the Government to pilot the eGP system in their projects. The evaluation team strongly recommends this course of action as it could be an important first step towards full implementation, enabling the government to test for any issues and build buy-in and experience in using the system; and (iv) a training program should be carried out to provide instructional capacity in the use of standard bidding documents and the operation of the e-procurement system. The accomplishment of these three actions could be done in the short-term while waiting for the law, enabling the government to be ready once it is approved and move towards full implementation quicker.

The CPC lawyer should be supported in order to harmonize the existing project deliverables with the draft law, as well as to accelerate the conclusion of the drafting process and approval.

Regarding the institutional changes being established by the new legislation, care should be taken to ensure that there is sufficient commitment and 'buy-in' to the proposed changes and that adequate support will be provided. It is also recommended that an organizational strategy be prepared to articulate the needs of the CPO office as a means of establishing future requirements in terms of capacity and financial resources. In addition, the role of the CPO needs to be clearly defined in respect of approval and centralized procurement functions to guarantee that not conflict of interest arises.

Finally, the recommendations have to be immediately initiated in a pilot basis, despite of the absence of the law. As was intensively discussed during the seminar, the authorities have to identify a interim legal instrument that could provide the support the pilot implementation.

AREA	POSSIBLE AREAS OF IDB SUPPORT
Public Procurement – legislation and regulations	<ul style="list-style-type: none">• Local lawyer to assist in the drafting• International expert to provide advice on latest version of the law to ensure that it is in accordance with international best practice.• Support from UNCITRAL to review law. The IDB could finance a mission (or arrange a VC) by Caroline Nicholas, who developed the UNCITRAL model law to provide feedback and advice.
Public Procurement – Standard Bidding Documents, Manual, etc	<ul style="list-style-type: none">• International expert to review documents that were developed in 2011 and ensure that are aligned with latest version of procurement legislation being drafted.
Public Procurement – electronic government procurement	<ul style="list-style-type: none">• International eGP expert to review status of eGP system and provide advice on next steps for its full implementation including for example, what is needed to pilot the system, upgrades needed, training etc. This person could develop a short-term action plan for implementation.

Annex I – Borrower Evaluation



Inter-American Development Bank Project Completion Report – PCR Bank Evaluation

Project Name: Modernization of The Barbados National Procurement System (BA-L1004)

Executing Agency: Ministry of Finance through the Special Project Unit (SPU 2008-2014) and the Project Coordinating Unit (PCU 2014 - Present)

Borrower: Government of Barbados

Date of Board Approval: dec-15-2008

Date of Loan Contract Effectiveness: march-30-2009

Date of Bank evaluation: oct-25-2016

Expected date for PCR seminar: dec-12-2016

Summary of Borrower Performance Rating

DO	<input type="checkbox"/> Highly Probable (HP)	<input type="checkbox"/> Probable (P)	<input checked="" type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
IP	<input type="checkbox"/> Very Satisfactory (VS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (US)	<input type="checkbox"/> Very Unsatisfactory (VU)
SU	<input type="checkbox"/> Highly Probable (HP)	<input type="checkbox"/> Probable (P)	<input checked="" type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)

Borrower Performance

Please evaluate your own performance during Project preparation and execution:

<input type="checkbox"/> Very Satisfactory (VS)	<input type="checkbox"/> Satisfactory (S)	<input checked="" type="checkbox"/> Unsatisfactory (US)	<input type="checkbox"/> Very Unsatisfactory (VU)
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Bank Performance

<input type="checkbox"/> Very Satisfactory (VS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (US)	<input type="checkbox"/> Very Unsatisfactory (VU)
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Comments: The Bank has been supportive during the execution of the loan. Generally responses have been timely and staff cordial.

Additional Recommendation to improve future Bank performance

Comments/recommendations to improve future Bank performance:

Annex II - Exit Workshop Minutes

Minutes of Exit Workshop Held on December 12, 2016 IDB Country Office, Conference Room

The consultant, Mr. Marcio Cracel presented the draft PCR to the participants and the following emanated from the discussion:

- (i) Project Completion Report. The Workshop participants provided feedback on the report, which will be taken into account in the final version. The main comments that emerged from the workshop include: (i) to include a lesson learned about the timing of performing training; and (ii) to highlight the need of a champion to conduct institutional reforms.
- (ii) **Procurement Legislation.** The IDB inquired about the procurement legislation and offered support through an international expert or review by UNCITRAL. *The PEU indicated that the legislation is still being drafted by the Chief Parliamentary Council's Office and is expected to be submitted to Parliament in 2017.*
- (iii) **Electronic Government Procurement (eGP).** During the workshop, the IDB suggested again that the eGP system be piloted for IDB projects while pending the approval of the procurement legislation. The IDB offered support from an international expert to provide advice on next steps for eGP. *The government indicated that they would consider this idea and inform the Bank whether this would be possible.*

Annex III – List of Participants Exit Workshop

Workshop Register

Name	Organisation	Position
Senator Jepter Ince	Ministry of Finance and Economic Affairs	Parliamentary Secretary, Economic Affairs,
Avonda Carrington	Ministry of Finance and Economic Affairs	Deputy Permanent Secretary (Administration)
Seibert Frederick	Ministry of Finance and Economic Affairs	Permanent Secretary, Economic Affairs (ag)
Jeanette Archer-Headley	Inter –American Development Bank	Operations Associate
Juan Carlos De La Hoz Vinas	Inter –American Development Bank	Country Representative
Les lie Harper	Inter –American Development Bank	Team Leader
Marcio Cracel	Consultant	Consultant
Russell Armstrong	National Housing Corporation	Project Coordinator
Faye Marie Browne	Training Administration Division	Deputy Principal Training Officer
Carver Hinds	Barbados Audit Office	Deputy Auditor General
Lynette Halder	Small Business Association	Chief Executive Officer
Janice Warrell	Central Purchasing Department/Tenders Committee	Chief Supply Officer/ Chairman Tenders Committee
Jas mine Cozier	Central Purchasing Department	Deputy Chief Supply Officer (ag)
Shannell Pilgrim-Warrell	Central Purchasing Department	Senior Supply Officer (ag)
Robert Pennegan	Central Purchasing Department	Senior Accountant
Gia Howell	Public Investment Unit	Project Analyst (ag)
Calvin Watson	Public Investment Unit	Senior Project Analyst (ag)
Naomi Cumberbatch	Public Investment Unit	Senior Project Analyst (ag)
Karin Hurley	Ministry of Finance and Economic Affairs	Project Administrator (ag)
Shonette Francis	Ministry of Finance and Economic Affairs	Financial Controller (ag)
Alwyn Best	Ministry of Finance and Economic Affairs	Procurement Officer (ag)
Michael Jackson	Ministry of Finance and Economic Affairs	Procurement Officer (ag)
Renee Austin	Ministry of Finance and Economic Affairs	Administrative Officer II (ag)
Sandra Rawlins	Office of the Solicitor General	Senior Crown Counsel
Sharon Austin Gill-Moore	Barbados Government Information Service	Information Officer

Annex IV. Exit Workshop Agenda

Date: December 12nd, 2016
Time: 10:00 a.m.
Venue: IDB Country Office

Inter-American Development Bank:

Leslie Harper, PCR Team Leader;
Janette Archer-Headley (CCB/CBA), Operations Senior Associate;
Marcio Cracel, Independent Consultant).

Agenda

- | | |
|---|----------------------------------|
| I. Welcome and Opening Remark | Leslie Harper (PCR Team Leader) |
| II. Presentation of PCR (part 1)
Project Results (Outcomes and Outputs) | Marcio Cracel (Principal Author) |
| III. Discussion/Comments/Feedback | All participants |
| IV. Coffee Break (15mins) | |
| V. Presentation of PCR (part 2)
Lessons learned | Marcio Cracel |
| VI. Borrower's Evaluation: Sustainability of achievements, Bank and Borrower performance and Borrower's Recommendations | |
| VII. Closing Remarks | Leslie Harper (PCR Team Leader) |
| VIII. Lunch | |

Annex V - Work Plan Marcio Cracel
Project Completion Report (PCR)
Modernization of Barbados Procurement System (BA-L1004)
6/7/2016

Date	Activity	Deliverable	Local / Counterpart	OBS
June	Collection and assessment of the information available regarding project preparation and execution	Consolidated Matrix, including: products, problems, results, and costs planned and executed	WDC / IDB	The information about execution will be collected from the IDB PMR report
July 18-22	Mission			6-day mission
	Review and discuss the PMR, understanding the changes carried out during project execution	Consolidated Matrix updated	Barbados / IDB COF	
	Interviews with the authorities in charge of the legal aspects	Consolidated Matrix updated	Barbados / GOB	The interviews will be addressed the problems, progresses, risks, and lessons learned
	Interviews with the authorities in charge of the operational aspects	Consolidated Matrix updated		
	Interviews with the authorities in charge of the institutional capacity, including human resource and training aspects	Consolidated Matrix updated		
	Interviews with the authorities in charge of the automation of the procurement system	Consolidated Matrix updated		
July	Preparation of the PCR document first draft	PCR draft document	WDC	The presentation will include products, problems, results, and costs planned and executed. As well as risks and lessons learned
August	Preparation of a presentation for the seminar	PCR presentation		
	Seminar (1 day)	Presentation, discussions, and collection of the lessons learned	Barbados / GOB	2-day mission
	Preparation of the PCR document for Bank Quality Review Report (QRR)	PCR final version	WDC / IDB	
	QRR	PCR approved	WDC / IDB	

Annex VI – List of Individual Interviews

TIMETABLE FOR FINAL EVALUATION 2009/OC-BA - MODERNIZATION OF BARBADOS NATIONAL PROCUREMENT SYSTEM

TIME	PARTICIPANTS	VENUE
WEDNESDAY AUGUST 17, 2016		
9.00 am – 10.00 am	Permanent Secretary – Finance <i>Ms. Nancy Headley</i>	Government Headquarters Bay Street, St. Michael
2.00 pm – 3.00 pm	Chief Supply Officer- Central Purchasing Department <i>Ms. Janice Worrell</i>	Holborn Circle, Fontabelle, St. Michael
THURSDAY AUGUST 18, 2016		
9.30 am – 10:30 am	Public Investment Unit <i>Ms. Dale Foster</i>	Warrens Office Complex, Warrens. St. Michael
11.15 am – 12:15 pm	Information Support Unit <i>Ms. Nicola Callender</i>	Treasury Building Bridgetown
FRIDAY AUGUST 19, 2016		
11.00 am – 12:00 pm	Office of the Solicitor General <i>Ms. Jennifer Edwards and Ms. Sandra Rawlins</i>	Office of the Attorney General Webster Industrial Park, Wilkey St. Michael

Ms. Karen Hurley and Ms. Margo Barrow (PCU members) also participated in all meetings carried out for the preparation of the PCR. The PCR team would like to thank all government authorities for the outstanding contribution and attention provided for the completion of the works, in special the members of the PCU, who coordinated the interviews process and provided very clear explanation about the entire project execution process.

Annex VII - Results Matrix

Project Objective	<p>The Project's goal is to support the Government of Barbados in modernizing its national procurement system.</p> <p>Its purpose is to improve the effectiveness of the procurement system, saving time and money through competitive prices and reduced process time, while ensuring the transparency and integrity of the system.</p>		
Outcome Indicators	Base Level 2008	Target Level 2015	Comments
Public procurement in Barbados aligned with international procurement best practices, as applicable, while taking into account developments within the Caribbean Single Market Economy (CSME) government procurement regime.	CPAR 2004 and project diagnostic.	Within 2 years after project completion, independent evaluation concludes that public procurement system in Barbados is aligned with international procurement best practices, as applicable.	<p>Independent procurement expert's analysis based on OECD-DAC Methodology for the Assessment of National Procurement Systems</p> <p>Procurement Policy Unit (PPU)</p> <p>Government provides strong support to the Project, assuring sustainability of Project funded activities.</p>
The average unit price in real terms of selected index of goods, works and services procured decreases.	X (represents price index of representative sample of selected goods, works and services procured in 2008) ¹²	After 5 years – X decreases by 15% in real terms	<p>Special Projects Unit (SPU)/Procurement Policy Unit (PPU) report.</p> <p>Limited market size and Government policy of promoting greater participation by small and medium size national enterprises do not unduly restrict competition. Expectation: greater awareness of procurement opportunities and standardization of documentation leads to increase in the number of bidders.</p>
Users (public procurement entities and suppliers) of public procurement system assign it a <i>satisfactory</i> or	X% represents % of users assigning a satisfactory or higher rating in 2008 ¹³ .	After 5 years, at least 90% of users give a satisfactory or higher rating.	Bi-annual survey of public procurement entities and private sector suppliers administered by the SPU/PPU, possibly with the support of an independent 3 rd party.

¹² To be determined during the first months of program implementation.

¹³ To be determined during the first months of program implementation.

Outcome Indicators	Base Level 2008	Target Level 2015	Comments
higher rating in terms of efficiency, transparency and ease of use.			Willingness of public procurement entities and private sector suppliers to objectively complete survey.
Statistical information on public procurement entities is captured in the system.	Very limited statistical information available through Smart Stream - <u>not</u> currently accessed by stakeholders.	End of project – at least 90% of public procurement, including statutory bodies, captured in the statistical system and accessed by stakeholders.	Annual SPU/PPU reports. Willingness on the part of public procurement entities to comply with requirement to register procurement data or submit requested information.

Component	Base	Year 1	Year 2	Year 3	Year 5	Target	Comments (Means of Verification, Party Responsible, and Assumptions)
Component 1 - Public procurement regulatory framework strengthened							
<u>Outputs</u>							
Issuance of procurement policy statement, amended procurement regulations and procedures, manual consistent with existing legislation	Currently does not exist.	Within 12 months of disbursement eligibility of the Project.				Compliance with policy statement, amended procurement regulations.	Documentation provided by the SPU/PPU SPU/PPU and Office of the Solicitor General (SG) Support of Ministry of Finance, Economic Affairs and Energy (MFEE) and collaboration between SPU/PPU, MFEE and SG.
Standard bidding documents and contracts prepared, disseminated, use of which made mandatory.	Currently do not exist.		Within 18 months of disbursement eligibility of the Project.			Standard bidding documents and contracts used in at least 90% of public procurement	Documentation provided by the SPU/PPU SPU/PPU and SG Collaboration between SPU/PPU, MFEE and SG.
<u>Intermediate Outcomes</u>							

Public procurement entities using standard bidding documents and contracts	0%, currently no standard bidding documents and contracts exist		At least 50% compliance		At least 90% compliance	At least 90% compliance	<p>Reports of SPU/PPU, SG, and the Office of the Auditor General</p> <p>SPU/PPU / SG / Office of the Auditor General</p> <p>Standard bidding documents and contracts are drafted and issued to the public procurement entities. Training in their use is provided.</p>
Independent procurement appeals mechanism determined and made operative	Currently does not exist		Appeals mechanism determined within 24 months of disbursement eligibility of the Project			Independent procurement appeals mechanism functioning	<p>Documentation provided by the SPU/PPU</p> <p>SPU/PPU / SG</p> <p>Support of MFEE and compliance of government procuring entities</p>
Procuring ministries and departments comply with amended procurement regulations	0%, revised regulations not yet promulgated	Amended procurement regulations issued	At least 50% compliance		At least 90% compliance	At least 90% compliance	<p>Reports of SPU/PPU and the Office of the Auditor General</p> <p>SPU/PPU</p> <p>Amended procurement regulations promulgated</p>
Outcomes							

Comprehensive procurement legislation drafted, derived from project experience and international best practices	Currently does not exist			Procurement legislation drafted within 36 months of disbursement eligibility of the Project		Comprehensive procurement legislation submitted to Cabinet and Parliament	Documentation provided by the SPU/PPU SPU/PPU / SG Interest of MFEE, Cabinet, collaboration of SG
Component 2 - Procurement operations and marketplace improved							
<u>Outputs</u>							
Standardized requirements for contracting ministries to request contract preparation from Office of Solicitor General in place.	Currently do not exist	Standardized requirements in place within 12 months of disbursement eligibility of the Project	50% of contracting ministries and departments follow standard requirements to request contract preparation			Contracting ministries and departments follow standard requirements to request contract preparation	Documentation provided by the SPU/PPU SPU / SG Support of SG, compliance of procuring ministries and departments

System to gather procurement statistical information operative	Currently no centralized gathering and analysis of statistical information takes place	System to gather procurement statistical information established within 12 months of disbursement eligibility of the Project				Procurement statistical information available to stakeholders as well as general public	Documentation provided by the SPU/PPU SPU/PPU / Accountant General Strong leadership of SPU and compliance of procuring ministries and departments
<u>Intermediate Outcomes</u>							
Comprehensive procurement training implemented in phases	Currently does not exist		First phase of procurement training completed within 18 months of disbursement eligibility of the Project			Personnel responsible for public procurement receiving continuous training	Documentation provided by the SPU/PPU SPU/PPU Support of procurement entities and their respective personnel
PPU fully staffed under the MFEE	Currently does not exist			PPU fully staffed within 36 months of disbursement eligibility of the Project		PPU functioning as normative, regulatory body for procurement matters in Barbados	Documentation provided by the SPU SPU / PPU Support of MFEE

Training and software, if necessary, for evaluation of new types of public sector contracting (ex. public private partnerships - PPP) for the Office of the Auditor General	Currently does not exist		Training provided for evaluation of new types of public sector contracting within 24 months of disbursement eligibility of the Project			Office of the Auditor General performing audits of new types of contracting	Documentation provided by the SPU/PPU SPU/PPU / Office of the Auditor General Participation of the staff of the Office of the Auditor General
Component 3 - Procurement institutional capacity strengthened							
<u>Outputs</u>							
Strategic plan for developing procurement professionals for public procurement entities, including statutory bodies.	Currently does not exist		Strategic plan prepared within 18 months of disbursement eligibility of the Project			Plan for continuous training program for procurement professionals	Documentation provided by the SPU SPU/PPU, Civil Service Support and good coordination between SPU and Ministry of Civil Service
<u>Intermediate Outcomes</u>							
Organizational structure and job descriptions developed for PPU, Central Purchasing Department (CPD) and other public procurement entities	Organizational structures or proposals for revised structures do not yet exist		Organizational structures drafted within 18 months of disbursement eligibility of the Project			Job descriptions for public procurement professionals and new organizational structures in place	Documentation provided by the SPU/PPU MFEE / Ministry of Civil Service / CPD Support of key stakeholder institutions
Component 4 - Technological infrastructure modernized and updated							

Intermediate Outcomes							
E-tendering system and public procurement opportunities webpage established and running.	Currently do not exist			Within 30 months of disbursement eligibility of the Project		E-tendering system and public procurement opportunities web page operative	Documentation provided by the SPU/PPU SPU/PPU Coordination between SPU/PPU, Accountant General, and public procurement entities
Web based contract preparation system put in place by the Office of the Solicitor General	Currently does not exist			Within 30 months of disbursement eligibility of the Project		Web based contract preparation system functioning for SG with all ministries and departments	Documentation provided by the SPU/PPU SPU/PPU/SG Support of SG, compliance of procuring ministries and departments
Outcomes							

Public bid opportunities and the names of winners above B\$100,000 threshold (or revised threshold of B\$200,000 for international and national competitive bidding) announced electronically	0% (very limited use of electronic means to disseminate requests for bids, currently used in a partial manner by the Barbados Drug Service and CPD; no current dissemination of the names of the winners)				At least 90% of bid opportunities above B\$100,000 (or revised threshold of B\$200,000 for international and national competitive bidding) announced electronically	At least 90% of bid opportunities above B\$100,000 (or revised threshold of B\$200,000 for international and national competitive bidding) announced electronically	<p>Reports of SPU/PPU and Office of the Auditor General</p> <p>SPU/PPU / Office of the Auditor General</p> <p>E-tendering system made operative without the need for any significant legislative changes</p>
Combination of Components							
<u>Outputs</u>							

Procurement awards achieved within bid validity period	X (represents % of representative sample of contracts formalized within bid validity period in 2008) ¹⁴		at least 33% of procurement awards achieved within bid validity period		at least 90% of contracts achieved within bid validity period	at least 90% of contracts achieved within bid validity period	Annual SPU/PPU reports SPU/PPU Staff involved in procurement at the different institutions utilize standard documentation (bidding documents and contracts) and avail themselves of training opportunities.
Intermediate Outcomes							
Average number of bidders for public procurement is increased	X (represents average number of bidders in a representative sample of procurement processes in 2008) ¹⁵		Average number of bidders for public procurement increases by 50%		Average number of bidders for public procurement increases by a 100%	Average number of bidders for public procurement increases by a 100%	Annual SPU/PPU reports SPU/PPU Small market size and implementation of a policy to promote greater participation by small and medium size national enterprises in government procurement do not unduly restrict the number of bidders. Expectation: greater awareness of procurement opportunities leads to increase in the number of bidders.

¹⁴ To be determined during the first months of program implementation.

¹⁵ To be determined during the first months of program implementation.

Annex VIII – Evaluation Support Table

Questionnaire											
	Components / Outputs/ Deliverables	Budget Planned			Budget Executed			Deliverables			
		Total	IDB	GOB	Total	IDB	GOB	Description of the progress	Dates	% Devel oped	% Imple ment ed
1	Supervision and Administration	1,050,000	100,000	950,000	525,917	18,349	507,568				
1.1	Project Execution Unit	1,050,000	100,000	950,000	525,917	18,349	507,568				
2	Direct Cost	4,705,000	4,705,000	0	2,860,559	2,685,549	175,010				
	Subtotal	5,755,000	4,805,000	950,000	3,386,476	2,703,898	682,578				
2.1	Public Procurement Regulatory Framework Strengthen	660,000	660,000	0	486,310	449,109	37,201				
2.1.1	Identify and draft the procurement legislation and regulations, manuals and standard bidding documents	348,720	348,720		149,957	145,750	4,207	The Crown Agents prepared draft procurement legislation and standard bidding documents (SBD's). The Office of the Solicitor General is in process of reviewing the SBD's developed since 2012. The draft procurement legislation was submitted to the Chief Parliamentary Council (CPC) as a technical paper and the CPC has prepared the draft legislation. The third draft is currently being amended. There is no clear estimation when the law is going to be approved.	Crown Agents consultancy was completed on July 1st 2011	100%	0%
2.1.2	Seminars to train users in new procurement legislation, regulations, manual and standard bid documents	90,000	90,000		155,006	126,865	28,141	The Crown Agents trained 12 Trainers. Many of those trained are no longer working in procurement areas and some has transitioned to other government entities. The trainers were to deliver training to other government officers. Training to other government officers is dependent on the passage of the procurement legislation and has been delayed. Another group of 12 officers will have to be trained to deliver training to the other officers.	Crown Agents consultancy was completed on May 24, 2013	50%	0%
2.1.3	Development a strategy for the implementation of framework contracts including training procedural manuals	221,280	221,280		181,347	176,494	4,853	International Governance Solutions (IGS) has defined the strategy for framework agreements. As part of the assignment a pilot in the use of framework agreements is to be undertaken. The pilot will include the coverage of the agreement and the monitoring and evaluation of the use of the agreement. Market research to select the goods and services for the pilot has been completed. However the undertaking of the pilot is dependent on the implementation of legislation and has been delayed.	Consultancy Service are ongoing	80%	0%
2.2	Procurement Operations and Marketplace improved	1,825,000	1,825,000	0	1,038,520	1,013,912	24,608	Description of the progress	Dates	% devel oped	% imple ment ed
2.2.1	Develop a modernization plan for supply Chain Management including Training	295,000	295,000		200,634	194,209	6,425	SmartStream Supplies Management Module will be use as the Inventory Management System. Hand Held Devices (barcode readers) and corresponding management software was purchased four use in 5 warehouses. Purchase of the WIFI and routers installation is currently being assessed.	System upgraded September 2015.	85%	85%
2.2.2	Training of Staff in Supply Chain Management	150,000	150,000		0			When the Wi-Fi and routers are installed training will be undertaken.	Ongoing		
2.2.3	Logistic Support for CPD including offices and warehouse renovations, furniture, IT equipment and software	635,000	635,000		687,813	672,014	15,799	Phase I of the erection of offices and improvements to buildings is currently being undertaken and will be completed by end of the calendar year. Phase II is schedule to commence when Phase I has been completed.	Ongoing	80%	80%
2.2.4	Training in procurement planning and operations in accordance with new regulations/policy, logistics	200,000	200,000		110,154	108,270	1,884	The Chartered Institute of Procurement and Supply (CIPS) in association with the UNDP provided training for 90 officers at level 2 certification. 64 officers are currently undertaking level 3. Training is also to be provided in the use of the Electronic Procurement Information System (ePIS) and has be put on hold	Face to Face training at CIPS level 2 was completed on October 16,	100%	80%

								pending completion of the legislation. This is to ensure compatibility with the legislation.	2015. Face to Face training at CIPS Level 3 was completed on July 1, 2016.		
2.2.5	Training to strengthen capacity of the Office Solicitor General, logistics	125,000	125,000		39,919	39,419	500	Officers from the Office of the Solicitor General (OSG) received training in Procurement Law and Governance from the University of the West Indies, Procurement Law and Practice from Osgoode Professional Development Centre and International Public Procurement from the International Law Institute.	Officers were trained at various time during 2014 and 2015.	100%	100%
2.2.6	Training to strengthen capacity of tenders/special, tenders committees, logistic	160,000	160,000		0	0	0	Training is still to be undertaken. Approval for is activity was granted in 2016.	Ongoing		
2.2.7	Training to strengthen capacity of Office of the Barbados Auditor General, logistics	260,000	260,000		0	0	0	The National Audit Office of the UK (NAO) conducted training for Officers at the Barbados Audit Office (BAO). In addition, the BAO is in the process of acquiring Audit Management Software for use.	NAO training was completed on December 31, 2014	100	100
2.3	Procurement Institutional Capacity Strengthened	635,000	635,000	0	448,447	434,670	13,777	Description of the progress	Dates	% devel oped	% imple ment ed
2.3.1	Develop a change management strategy including training	71,200	71,200		42,573	40,286	2,287	A individual consultant (Ms. Norma Shorey-Bryan) developed a change management strategy and a communications strategy and undertook training of officers at the Central Purchasing Department to transition to the new Department.	Consultancy Services were completed September 30, 2015	100%	0%
2.3.2	Develop a career stream in procurement and related operational procedures	135,000	135,000		94,773	90,011	4,762	IGS developed the career stream in public procurement and developed the organizational structures, job descriptions and procedural manuals.	Consultancy Services were completed on August 10, 2012	100%	0%
2.3.3	Develop a strategy to strengthen procurement capacity in stakeholders institutions	100,000	100,000		168,222	161,494	6,728	IGS developed the strategy to streamline the public procurement processes. As a result of the recommendations contained in the interim and final reports, the Cabinet approved the re-designation of the CPD to the Government Procurement Department, agreed to the structure of the new department, the schedule of posts, the use of framework agreements and the development of a training programme for a career stream in procurement.	Consultancy Services were completed on January 24, 2011	100%	0%
2.3.4	Develop and implement a training program	328,800	328,800		142,879	142,879	0	1. The Training Administration Division (TAD) will be undertaking in-house training of approximately 260 public officers in public procurement. The TAD has developed the training programme and is awaiting the new procurement legislation in order to commence training. 2. The Barbados Community College has commenced a two-year Associate Degree in Procurement. The curriculum was developed and teaching commenced in September 2014. 24 students are undertaking the programme that will be completed in September 2016. It is not clear what will be value added of the 24 students training for the project.	1. Ongoing 2. Ongoing	100%	80%
2.4	Technological infrastructure modernized and updated	1,585,000	1,585,000	0	887,282	787,858	99,424	Description of the progress	Date	% devel oped	% imple ment ed
2.4.1	Development and implementation of an IT strategic plan	85,000	85,000		61,350	55,140	6,210	An individual consultant (Mauricio Matov) developed an IT strategy for the Government of Barbados. Based on the recommendations, a Electronic Procurement Information System was acquired.	Consultancy Services were completed on July 12, 2010	100%	0%

2.4.2	Modernize technological infrastructure	750,000	750,000		249,333	170,987	78,346	Fujitsu Caribbean Ltd developed a Network topology and installed fiber cabling and servers.	Consultancy Services were completed on April 8, 2016	100%	100%
2.4.3	Assessment of an electronic procurement information system	96,750	96,750		123,498	120,475	3,023	The specification for the E-procurement and E-tendering Information System was developed and used for the acquisition of a off-the-shelf application	Consultancy Services were completed on February 28, 2012	100%	100%
2.4.4	Acquisition and implementation of an e-tendering and e-purchasing package including training	553,250	553,250		453,101	441,256	11,845	An E-procurement and E-tendering electronic off-the-shelf application was acquired and customized. The system chosen was PROACTIS. The system was developed and tested but has not gone "live" due to the delay in the procurement legislation. The current legislation does not provide for electronic tendering. In addition, many the officers trained in the use of the system has transitioned to other government departments or entities. PROACTIS already upgraded its systems a couple of times, however the GOB system was never upgraded. According to the head of the Information System Unit (ISU), the new PROACTIS version has different functionalities and screens format. It is recommended to install the most recent version and carry out the corresponding training. Only 5 licenses were acquired, it will be necessary approximately 100.	System was and tested in development during August 2014.	100%	0%
2.4.5	Development, purchase and adapt interface software for contract preparation for Office of Solicitor General	100,000	100,000		0	0	0	The IDB has approved the upgrade of the current software being used by the Office of the Solicitor General. Arrangements are currently being made to purchase the upgrade and have the officers trained.	Ongoing		
3	Concurrent Cost	207,250	207,250	0	199,899	180,342	19,557	Description of the progress	Date	% developed	% implemented
3.1	Evaluations	60,000	60,000		22,500	22,500	0	A medium Term review was carried out by Garth Taylor, a final PCR is being carried out.	Consultancy Services for the midterm review were completed on January 2, 2012	50%	50%
3.2	External Audit	147,250	147,250		177,399	157,842	19,557	5 financing audits had been carried out , remaining just 1.	Ongoing	83%	83%
4	Contingencies	22,750	22,750	0	0	0	0	Description of the progress	Date	% developed	% implemented
4.1	Contingencies	22,750	22,750		0						
Program Total		5,985,000	5,035,000	950,000	3,586,375	2,884,240	702,135				

Annex IX – Comparison between activities planned and activities delivered

Comparison between activities planned and activities delivered		
Activities Planned	Activities Delivered	Deviation / Justification
Componente I - Public procurement legal framework strengthened		
1.1 To introduce a public procurement policy that would provide clear guidance to all procuring entities in Barbados, capturing both conventional and innovative types of procurement	1.0 The public procurement policy was developed during project preparation. A seminar was carried out to validate and establish the policy, however the policy was never established.	The deviation occurred because of changes in the leadership of the project before the start of its execution. This was one of the key aspects why the implementation of the project activities was unsatisfactory.
1.2 Enactment of a new procurement law useful to strengthen the legal framework was not a condition for advancing any of the components of this operation.	1.1 Crown Agents prepared draft procurement legislation (2011) and standard bidding documents (SBD's).	The Office of the Solicitor General is in the process of reviewing the SBD's developed since 2012. The draft procurement legislation was submitted to the Chief Parliamentary Council (CPC) as a technical paper and the CPC is in the process of preparing a third draft legislation. (no deviation)
	1.2 Seminars to train users in new procurement legislation, regulations, manual and standard bid documents	Crown Agents trained 12 Trainers. Many of those trained are no longer. New activity aimed to disseminate the legislation and the new bidding documents.
	1.3 Development a strategy for the implementation of framework contracts including training procedural manuals	International Governance Solutions (IGS) has defined the strategy for implementation of framework agreements. New activity aimed to implement a framework agreement methodology.
Componente II - Procurement operations and marketplace improved		
2.1 to create and staff a Procurement Policy Unit (PPU) within the authority of the Ministry of Finance, Economic Affairs and Energy as a normative and functional body with oversight responsibilities in public procurement	2.0 The PPU was never created.	The deviation occurred because no legal instrument was in place to support the creation and establishment of the Unit.
2.2 to strengthen Central Purchasing Department (CPD) by supporting rationalization and improvements in CPD operations, especially with regard to expanded application of supply chain management and the provision of other modern techniques in public procurement, in addition to improvements in Information and Communication Technology (ICT) and general physical accommodation of the CPD	2.1 Develop a modernization plan for supply Chain Management including Training 2.2 Training of Staff in Supply Chain Management 2.3 Logistic Support for CPD including offices and warehouse renovations, furniture, IT equipment and software	SmartStream Supplies Management Module will be used as the Inventory Management System. Hand Held Devices (barcode readers) and corresponding management software was purchased for use in 5 warehouses. Purchase of the Wi-Fi and routers installation is currently being assessed. Phase I of the erection of offices and improvements to buildings is currently being undertaken and will be completed by the end of the calendar year. (no deviation)

Comparison between activities planned and activities delivered		
Activities Planned	Activities Delivered	Deviation / Justification
2.3 to strengthen the Office of the Solicitor General, including support for the implementation of more efficient contract preparation, expanded use of ICT systems, professional and technical support and training	2.5 Training to strengthen capacity of the Office Solicitor General, logistics	Officers from the Office of the Solicitor General (OSG) received training in Procurement Law and Governance from the University of the West Indies, Procurement Law and Practice from Osgoode Professional Development Centre and International Public Procurement from the International Law Institute. (no deviation)
2.4 to improve capacity of the Tenders and Special Tenders Committees by analyzing how these bodies currently operate and recommending improvements in their structures and functions. Training was also to be provided in procurement matters, including more innovative contracting methods	2.6 Training to strengthen capacity of tenders/special, tender's committees, logistic	Training still to be undertaken.
2.5 to strengthen the ministries, departments, statutory bodies, supplier community and other related entities by providing support on the implementation of the instituted regulations and related tools	2.4 Training in procurement planning and operations in accordance with new regulations/policy, logistics 2.7 Training to strengthen capacity of Office of the Barbados Auditor General, logistics	The Chartered Institute of Procurement and Supply (CIPS), in association with the UNDP, provided training for 90 officers at level 2 certification. 64 officers are currently undertaking level 3 with level 4 planned for 2017. (no deviation) The National Audit Office of the UK (NAO) conducted training for Officers at the Barbados Audit Office (BAO). In addition, the BAO is in the process of acquiring Audit Management Software for use. (no deviation)
Componente III - Procurement institutional capacity strengthened		
3.1 development of PPU and CPD organizational structures and job descriptions with specific attention to the staffing of PPU in accordance with the profiles developed, and strengthening of CPD with the rationalized structure and newly developed profiles	3.0 This activity was not developed 3.1 Develop a change management strategy including training	An individual consultant developed a change management strategy and a communications strategy and undertook training of officers at the Central Purchasing Department to transition to the new Department. As the PPU was not created the original activity 3.1 was not considered.
3.2 development of strategic plan in career-stream and relevant human resource manual through which personnel handling public procurement shall be accredited and identified as procurement specialists within the civil service	3.2 Develop a career stream in procurement and related operational procedures	IGS developed the career stream in public procurement and developed the organizational structures, job descriptions and procedural manuals. (no deviation)
3.3 implementation of continuous professional development projects, including the preparation of related materials to train public officials at all levels in public procurement.	3.3 Develop a strategy to strengthen procurement capacity in stakeholder's institutions 3.4 Develop and implement a training project	IGS developed the strategy to streamline the public procurement processes. The Training Administration Division (TAD) will be undertaking in-house training of approximately 260 public officers in public procurement. (no deviation)
Componente IV - Technological infrastructure modernized and updated		

Comparison between activities planned and activities delivered		
Activities Planned	Activities Delivered	Deviation / Justification
4.1 development and implementation of a Technological Infrastructure Plan, which would map the requirements in terms of procurement related hardware and software throughout the public service. Any new systems that were to be developed would consider the existing ICT based financial management systems;	4.1 Development and implementation of an IT strategic plan 4.2 Modernize technological infrastructure	An individual consultant (Mauricio Matov) developed an IT strategy for the Government of Barbados 4.2 Fully Achieved - Fujitsu Caribbean Ltd developed a Network topology and installed fiber cabling and servers. (no deviation)
4.2 development and implementation of an E-Tendering System, inclusive of training of procuring entity personnel for the full use of the system.	4.3 Assessment of an electronic procurement information system 4.4 Acquisition and implementation of an e-tendering and e-purchasing package including training	The specification for the E-procurement and E-tendering Information System was developed and used for the acquisition of an off-the-shelf application. An E-procurement and E-tendering electronic off-the-shelf application was acquired and customized. (no deviation)