**End of Project Assessment: Grenada Safety Net Advancement Project (SNAP)**

**Project ID: P123128 Report Date: 05.31.2019**

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03.27.23

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**A. Grenada SNAP Background**

***\*Grenada SNAP Objectives Statements***

Grenada’s Safety Net Advancement (2011-2018) project’s overall aim was to improve Grenada’s Conditional Cash Transfer (CCT) programs already in existence as a mechanism to incentivize secondary school enrollment and disincentivize absenteeism, as well as encourage the utilization of preventative health services (World Bank, 2019). Originally, Grenada’s cash transfer programs were three separate entities (Ministry of Social Development, 2012), handled across multiple ministries under the guidance of the Ministry of Social Development (MOSD) (Ministry of Social Development, 2012).

As determined by the World Bank, obtaining the project’s objectives of:

* **Objective 1:** Strengthening and consolidation of the existing conditional cash transfer programs and its implementing ministry, The Ministry of Social Development
* **Objective 2:** Improving the coverage of poor households who receive the conditional cash transfers
* **Objective 3:** Improving overall educational outcomes for the children within the targeted households and overall health monitoring for the households (World Bank, 2019).

four positive outcomes would be achieved of:

* **Outcome 1:** An increased percentage of households in the poorest quintile would receive CCT benefits
* **Outcome 2:** An increased percentage of CCT transfers would reach the poorest quintile
* **Outcome 3:** An increase in school attendance rates for children in targeted households
* **Outcome 4:** An increased percentage of targeted households would receive adequate preventative health services (World Bank, 2019).

Twice the project was restructured, in 2015 and 2017 respectively. In 2017, the stated objectives were revised and simplified to reflect changes to the original CCT programs, now nested under the singular name of Support for Education, Empowerment, and Development Program (SEED), as well as the slower than anticipated implementation pace (World Bank, 2019).

The new objective was as follows:

* **Objective:** Strengthen the basic architecture of the SEED Program and its implementing ministry, The Ministry of Social Development (World Bank, 2019).

Successful implementation of this project was then revised to be measured by:

* **Outcome 1:** An increased percentage of households receiving SEED cash transfers
* **Outcome 2:** An increased percentage of the programs transfers that reach poor households with children (World Bank, 2019).

***\*Grenada SNAP Components***

The project comprised of two main components:

* **Component 1:** Improving the delivery mechanism for Conditional Cash Transfers. This component focused on consolidating Grenada’s cash transfer program’s financing to improve coverage, and the adoption of beneficiary responsibilities to continue receiving cash transfer benefits. Beneficiaries of education-based cash transfers were required to ensure children between 6-18 years of age retained attendance rates of 90% , and health beneficiaries were required to attend preventative health services that aligned with their categorization under the program (i.e., pregnant or nursing parent, elderly, disabled, or chronically ill) (World Bank, 2019). Outcomes measured by Component 1 include: institution budget and coverage, beneficiary outreach and targeting, creation of a management information system, communication, and monitoring and evaluation.
* **Component 2:** Improving the Implementation Capacity of the Ministry of Social Development. This component’s focus was to upskill the Ministry of Social Development through knowledge transfer and technical assistance in establishing management, coordination, supervision, and monitoring and evaluation of the CCT program at the localized level (World Bank, 2019). More specifically, this component’s primary outcomes were: preparation of a contingency plan for crisis response, funding for external audits, design and pilot of a proxy test, design of a beneficiary registry, and design of a training manual and plan (World Bank, 2019).

***\*Grenada SNAP Theory of Change***

The original theory of change for overall improvement to Grenada’s human capital’s shock resilience (health and education) outcomes the project was based on three distinct pathways.

* **Pathway 1:** Strengthened CCT Programs and Ministry of Social Development’s Implementation Capacity. If an improved delivery service for the CCTs via a created framework and processes, strengthened human resource capacity, and enhanced tools and mechanisms for service delivery (outcomes) is achieved, then key legislative strategies for Grenada’s social safety nets would have been developed, the three separate CCT programs will be merged under one heading and one ministry, operational processes would be updated and grounded in policies dictated by public engagement, a government unit dedicated to the monitoring of the CCT program would be established and trained, and complaints and appeals regarding the CCT programs will be attended to. Financing of a new framework and tools to target vulnerable households, a beneficiary registration and information management system, as well as the establishment of an appeals process will assist in fulfilling this pathway. (World Bank, 2019).
* **Pathway 2:** Improved Coverage of CCT Amongst Poor Households. If there is improved coverage of the CCT programs, then there will be an increased percentage of households in the poorest quintile that will receive CCT benefits, as well as an increased percentage of the program transfers reaching the poorest quintile of Grenada’s population. Improvement of household targeting and coverage of the CCT programs, as there in an increase in identified households via a proxy targeting pilot will assist in fulfilling this pathway. (World Bank, 2019).
* **Pathway 3:** Improved education outcomes and health service utilization of beneficiary households. If there is an improvement in education and health outcomes for CCT beneficiaries, then there will be a subsequent increase in school attendance and utilization of preventative health services in beneficiary households. Increased school attendance and increased health check-ups for household members that participate in the CCT programs will assist in fulfilling this pathway. (World Bank, 2019).

The modified Theory of Change established in 2017 contains two pathways.

* **Pathway 1:** Strengthened the Basic Architecture of the SEED Program. If improvements to the SEED delivery framework and processes, strengthened human resource capacity for SEED delivery, and enhanced mechanisms for the Ministry of Social Development to coordinate efficient delivery of SEED services is achieved, then a social protection strategy will have been developed, the three separate CCT programs successfully merged into one entity under one ministry, operational process will have been updated and grounded in guiding policy and strategy via public engagement, beneficiaries will have remained engaged through information and education sessions regarding SEED’s benefits, numerous government and Ministry of Social Development specific staff trained in SEED program operations, and an adequate percentage of complaints and appeals would be attended to based on a standardized methodology. Financing of a new framework and tools to target vulnerable households, an beneficiary registration and information management system, as well as the establishment of an appeals process will assist in fulfilling this pathway (World Bank, 2019)
* **Pathway 2:** Strengthened the Ministry of Development’s Implementation Capacity. If there is improved coverage of the SEED program, then an increased percentage of poor households would receive SEED cash transfers, as well as an increased percentage of SEED transfers would reach specifically poor households with children. Improved targeting and coverage of the SEED program will result in an increase of eligible, identified households as a result of the proxy targeting pilot, which will assist in fulfilling this pathway. (World Bank, 2019).

**B. Grenada SNAP Project Validation**

***\*Relevance of Grenada SNAP***

Due to Grenada’s financial crisis of the previous decade exacerbated by multiple hurricanes during the 2004-2005 season that devastated 90% of residential, commercial, and agricultural infrastructure (CSIS, 2013), and the financial recession of 2007-2010 (Ministry of Social Development, 2012), assisting the poorest quintile of the population in regaining resilience was a key concern for the Ministry of Social Development (Ministry of Social Development, 2012).

Before the project, Grenada was lacking a National Social Safety Net Policy (Ministry of Social Development, 2012). Grenada’s various social safety net programs were nested under multiple ministries with differing qualifications, inadequate protections and coverages, and operational weaknesses due to programs being duplicated across ministries, subjectivity in implementation, insufficient monitoring and evaluation planning, as well as limited implementation capacity (Ministry of Social Development, 2012).

Moreso, the project also aligned with the Regional Partnership Strategy between the World Bank and Organization of East Caribbean States (OECS) which Grenada is a member of, to address Grenada’s high priority concerns regarding shock vulnerability of its poorest citizens as well as public sector modernization (World Bank, 2019).

The original objectives of the project of :

* **Objective 1:** Strengthening and consolidation of the existing conditional cash transfer programs and its implementing ministry, The Ministry of Social Development
* **Objective 2:** Improving the coverage of poor households who receive the conditional cash transfers

directly align with both Grenada’s objectives for a National Safety Net, as well as the Regional Partnership Strategy of OECS.

* **Objective 3:** Improving overall educational outcomes for the children within the targeted households and overall health monitoring for the households (World Bank, 2019)

tangentially aligns with both Grenada’s and the OECS’s objectives as improved education and health outcomes improve the shock vulnerability of the poorest quintile by providing multiple livelihood options that are unattainable without higher education and health statuses.

While the 2017 modified objective of the project of:

* **Objective:** Strengthen the basic architecture of the SEED Program and its implementing ministry, The Ministry of Social Development (World Bank, 2019)

and subsequent outcomes of :

* **Outcome 1:** An increased percentage of households receiving SEED cash transfers
* **Outcome 2:** An increased percentage of the programs transfers that reach poor households with children (World Bank, 2019)

are still in alignment with OECS and Grenada’s desired outcomes. The rationale for dropping the third objective was that it was not in direct alignment with the goals of the OECS strategy, however, this justification seems weak at best, since the tangential alignment does benefit Grenada’s overall desired outcome for their impoverished population facing severe shocks to resiliency. However, as the finalized objectives of this project are in direct alignment with the objectives of all key stakeholders, I rate the rationale for this project **Substantial.**

***\*Efficacy of Grenada SNAP***

Measuring key outcome indicators could not be completed by the timeframe of the 2015 restructuring, as monitoring measurements were not in existence at that point (World Bank, 2019). Herein, only the 2017 modification to the original objective and outcomes will be addressed.

* **Objective:** Strengthen the basic architecture of the SEED Program and its implementing ministry, The Ministry of Social Development (World Bank, 2019) through,
* **Pathway 1:** Strengthened the Basic Architecture of the SEED Program. If improvements to the SEED delivery framework and processes, strengthened human resource capacity for SEED delivery, and enhanced mechanisms for the Ministry of Social Development to coordinate efficient delivery of SEED services is achieved, then a social protection strategy will have been developed, the three separate CCT programs successfully merged into one entity under one ministry, operational process will have been updated and grounded in guiding policy and strategy via public engagement, beneficiaries will have remained engaged through information and education sessions regarding SEED’s benefits, numerous government and Ministry of Social Development specific staff trained in SEED program operations, and an adequate percentage of complaints and appeals would be attended to based on a standardized methodology. Financing of a new framework and tools to target vulnerable households, a beneficiary registration and information management system, as well as the establishment of an appeals process will assist in fulfilling this pathway (World Bank, 2019)

Both expressed outcomes apply to Pathway 1:

* **Outcome 1:** An increased percentage of households receiving SEED cash transfers (World Bank, 2019) Rating: **High**

This justification for this rating is that the target for this outcome was exceeded, with original indicator target of 80% of poor households receive cash transfers, and the final achieved percentage being 82% (World Bank, 2019).

* **Outcome 2:** An increased percentage of the programs transfers that reach poor households with children (World Bank, 2019) Rating: **High**

The baseline for this target was 47% with a target of 75%. This target was reached with a completion rate of 75% (World Bank, 2019). Therefore, the outcome met expectations and a rating of high is justified.

* **Pathway 2:** Strengthened the Ministry of Development’s Implementation Capacity. If there is improved coverage of the SEED program, then an increased percentage of poor households would receive SEED cash transfers, as well as an increased percentage of SEED transfers would reach specifically poor households with children. Improved targeting and coverage of the SEED program will result in an increase of eligible, identified households because of the proxy targeting pilot, which will assist in fulfilling this pathway. (World Bank, 2019).

This pathway does not have a high-level outcome. Rating: **Negligible**

Indicators for this pathway include formal agreements between the ministries involved in implementing Grenada’s previous social safety nets to formulate a proxy pilot which was approved through three agreements. Additionally, a shared information system to generate a beneficiary list and payment method was created. Targets for trained staff for SEED operations were set for 37 within the Ministry of Social Development, and 89 in governance overall, but no concrete numbers were provided for this indicator. Program complaint resolutions met their target of 90% indicating the Appeals Committee was at full operational capacity (World Bank, 2019). Overall, many of the key indicators that were chosen to measure success in strengthening the implementation capacity of the Ministry of Development had no measurable data.

Outside of indicators, there were successful measures to strengthen SEED’s capacity within Grenada’s governance. The government approved a SEED specific budget, tools and mechanisms to identify the poor such as the Grenada Living Income Indicator was approved through the cabinet, and a SEED specific government unit was created (World Bank, 2019). Grenada’s finalized safety net program was successful enough that neighboring island St. Lucia used the framework as a baseline for their own safety net program (Grenada Broadcasting Network, 2019).

Based on the finalized success metrics of this project, I rate this project’s efficacy as **Moderate.** Strengthening of the SEED program has high target success rate throughout its results chain framework, but inadequate data is presented by the finalized project report to determine the overall success of capacity building for the Ministry of Social Development along the results chain framework. The conclusion is the indicators for the second pathway did not accurately measure progress necessary for the results chain framework presented.

***\*Implementation Efficiency***

The implementation of the project was **Moderate.** The first two years of the project produced negligible implementation results, due to difficulties in establishing multistakeholder coordination, a change in governance and subsequently turnover in ministerial offices, and overambitious objectives (World Bank, 2019). Due to this development pace, the project was extended an additional two years, and then another nine months to finalize the main component, the information system, and the Grenadian government requested the third objective be removed in order to produce a project that could be successfully completed in a timeline manageable for the Ministry of Social Development (World Bank, 2019).

The 2013 change in governance did bring some promising changes to the implementation stage of the project, with an increased commitment from Grenada’s governance to support SEED, who saw the project as an essential part of their New Economy Plan, which focused on economic growth, fiscal sustainability, debt management, and human capital development (World Bank, 2019).

Developing the instruments to consolidate and monitor the SEED program comprised of most of the focus during early project operation. Restructuring in 2017 significantly improved implementation, to where the project accomplished more in the two final years of its run than the previous four (World Bank, 2019). Following the 2017 restructuring, the finalization of the SEED legal framework, operation manual, and the multi ministerial agreements were completed, electronic benefits payments initiated, an appeals committee formulated, as well as 80% of beneficiaries became signatories of the updated SEED program. In 2018, the Information Management System became operationalized (World Bank, 2019).

***\*Monitoring and Evaluation Quality***

* **Design:** Too many indicators were identified for measurement, which more than half were not measured throughout the course or end of the project, or were even outright discontinued by the end of the project (World Bank, 2019). The modified theory of change was clear and sound in reasoning, but the outcomes could potentially fall under the output level. An additional high-level outcome for the second pathway should have been added. The Results Framework and subsequent indicators were not modified as well to clearly reflect changes to objectives and outcomes. The design of the project was overambitious in its first iteration, and without the 2017 restructuring the rating of this project would have been negligible. Rating: **Moderate**
* **Implementation:** High turnover within the Ministry of Social Development at the beginning of the project severely kneecapped the first two years of developing adequate monitoring and evaluation systems. Streamlining the project during the 2017 restructuring greatly improved monitoring if indicators and compliance, which was sporadic in the years preceding (World Bank 2019). Rating: **Moderate**
* **Utilization:** The data from the performance of the project preceding Mid Term Review and both Restructurings greatly influenced the project’s adaptation. Application of lessons lead to the design of a project that could be successfully completed while providing great benefits to Grenada’s overall objective of strengthening social safety net programs. The completion of the Beneficiary Management Information System in 2018, provides Grenada an easily monitorable information system that has been replicated in St. Lucia (Grenada Broadcasting Network, 2019). Rating: **High**

Overall, the rating for Monitoring and Evaluation Quality for the Grenada Safety Net Assistance Program is **Moderate.** The project was successful in completing its main objective, however serious flaws and overambition in the design and initial implementation of monitoring and evaluation hindered progress for a majority of the project’s length.

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