

**CARIBBEAN DEVELOPMENT BANK**



**EVALUATION BRIEF –**

**THE EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S INTERVENTION IN  
TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (1990–2012)**

**With**

**MANAGEMENT RESPONSE**

**And**

**FINAL REPORT  
ON**

**THE EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S INTERVENTION IN  
TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (1990–2012)**

This Document is being made publicly available in accordance with the Bank's Information Disclosure Policy. The Bank does not accept responsibility for the accuracy or completeness of the Document. This is a redacted Document which excludes information which is subject to exemptions as set forth in the Bank's Information Disclosure Policy.

**MAY 2015**

This Report was prepared by a team comprising:

MindBloom Consulting

Michael Schroll - Head, Office of Independent Evaluation (OIE)

Egene Baccus Latchman - Evaluation Officer, OIE

**Any designation or demarcation of, or reference to, a particular territory or geographic area in this Document is not intended to imply any opinion or judgment on the part of the Bank as to the legal or other status of any territory or area or as to the delimitation of frontiers or boundaries.**

**CARIBBEAN DEVELOPMENT BANK**



**EVALUATION BRIEF 01/2015**

**THE EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S INTERVENTION IN  
TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (1990–2012)**

**MAY 2015**



# Evaluation Brief 01/2015

## Evaluation of the Caribbean Development Bank’s Support for Technical and Vocational Education (1990–2012)

Office of Independent Evaluation  
May 2015

The Caribbean Development Bank (CDB) supports interventions in education and training as critical to the achievement of national and regional goals for social and economic development. At the Technical and Vocational Education and Training (TVET) and post-secondary levels, the acquisition of knowledge and skills relating to new technologies, production processes and techniques is vital.

The International Monetary Fund Managing Director stressed the importance of education and training in the Caribbean in her speech at the University of the West Indies at Mona, Jamaica, June 27, 2014:

*“The Region also needs to invest more smartly in education and training, to link the skills people have to the skills the economy needs. This is especially important to lift the prospects of the young.”*

Over the last two decades (1990-2012), CDB has invested approximately \$522 million (mn) towards the development of education in the Region, of which over \$100 mn was approved for the development of TVET. In addition, for over 20 years, TVET has received focused attention at a regional level through the Caribbean Community (CARICOM), anchored by the 1990 Regional Strategy for TVET. In 2013, the Regional Strategy was revised with TVET redefined and promoted as an agent of Workforce Development and Economic Competitiveness.

CDB is also in the process of updating its Education and Training Policy and Strategy (2006) and reviewing its priorities for education in the Region to ensure its continued relevance. Many students who have gone through skills training are not always well prepared to enter the work force. Youth unemployment is now recognised as a major and costly issue in many countries; and instead of contributing to the

economy, young people who are either underemployed or unemployed incur costs to society, including a possible negative impact on citizen security.

CDB’s support for achieving inclusive and sustainable growth and development in the Borrowing Member Countries (BMCs) as described in the Strategic Plan (2015-19) will be through, *inter alia*, investments in education and training, particularly for unemployed youths and people at-risk, as well as promoting gender-equitable access to non-traditional occupational areas and the skills required to enhance employability.

### **Evaluation focused on current global and regional TVET trends, good practices and an assessment of 11 selected projects**

This evaluation was commissioned by the Office of Independent Evaluation (OIE) and covers the period between 1990-2012, focusing on current trends and good practices in TVET across 11 TVET projects or projects with TVET components supported by CDB in Barbados, Belize, Dominica, Guyana, Haiti, Jamaica (2), St. Lucia, St. Vincent and the Grenadines, Trinidad and Tobago, and a regional Organisation of Eastern Caribbean States (OECS) project. The 11 projects represent a combined financial value of USD99.3 mn – ranging from USD2.8 mn (OECS, regional) to USD25.9 mn (University of Technology Enhancement Project, Jamaica).

The overall purpose of the evaluation was to assess performance of the interventions applying the CDB’s Performance Assessment System criteria: Relevance; Effectiveness; Efficiency; and Sustainability; as well as Borrower and CDB performance. The evaluation also identified 11 characteristics of good practice in TVET

programmes through a review of current literature and assessed six of the projects against these characteristics. In addition, three of the projects were subject to a trial impact assessment linking project performance with outcome data. Based on the evidence and the analysis of regional and international trends in TVET, the evaluation established important lessons learned and developed options for the BMCs and CDB for future TVET programming.

### Global and regional context

TVET is changing globally with skilled trades-people in high demand worldwide. The highly successful individuals who are, and will be, in demand are not merely being *trained* in a specific skill set. They are *educated* people with a strong foundation in transferrable competencies that afford them the ability to adapt and change based on the landscape of challenges they face.

Key organisations, both international and regional, have called for a greater emphasis on technical and vocational education. In 2009, the United Nations Educational, Scientific and Cultural Organisation (UNESCO) approved a TVET strategy (2010-15) that outlined the importance of technical and vocational education to economic development:

*“In a globalised world, education and training, as part of a process of life-long learning, are central to reducing poverty and significantly increase the likelihood of finding decent work or of generating income through self-employment. In the current macro-economic and financial environment, investment in TVET is therefore an instrument to accelerate and sustain economic recovery”.*

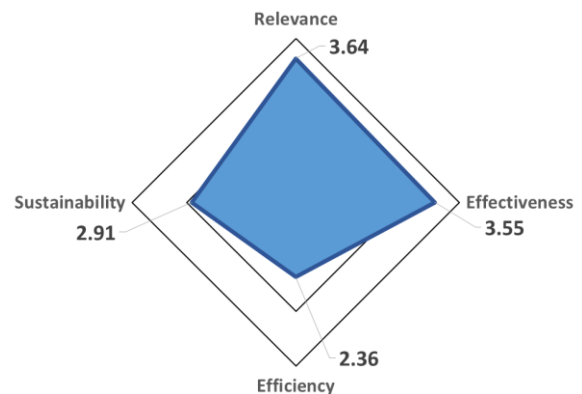
Foundational skills and competencies in areas of critical thinking and problem solving, creativity and innovation, collaboration, communication, character, ethical citizenship, and digital technologies are arguably essential to the success of educational programmes. An inter-agency group on TVET comprising UNESCO, the Organisation for Economic Co-operation and Development (OECD), the World Bank (WB), the International Labour Organisation (ILO), the European Commission, the European Training Foundation and the Asian Development Bank

was formed in 2011. The group’s purpose is to assist with the coordination of TVET initiatives. In April 2012, the group published a useful document entitled “Proposed Indicators for Assessing Technical and Vocational Education and Training”.

The Caribbean Association of National Training Agencies (CANTA) introduced a new Regional TVET Strategy (RTS) endorsed by CARICOM’s Council for Human and Social Development in May, 2013. The RTS and OECS Education Sector Strategy (OESS, 2012–2021) are excellent foundation documents to advance TVET in the Region and demonstrate a strong will among both policy makers and practitioners to strengthen education for employment. More specific guidance from both agencies on moving from vision to practice will serve member countries well. Having key performance indicators, such as those contained in the OESS enable countries to monitor their progress and adjust implementation to best suit their needs on a timely basis. Additionally, outlining the importance of promoting technical careers for women, creating opportunities for all learners and sharing human resources among countries in the region would further strengthen these strategies.

### Relevance and Effectiveness across all 11 projects Highly Satisfactory; Weaknesses observed in Efficiency; Sustainability considered Satisfactory

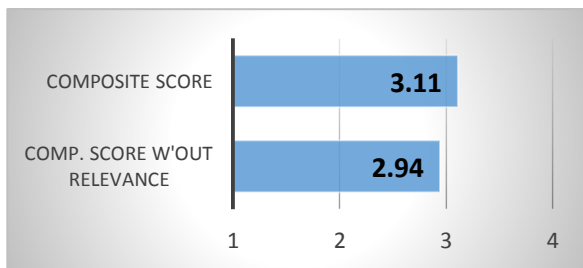
The average ratings across the 11 projects by each criteria are summarised in the graph below (on a scale of 1-4 from Unsatisfactory to Highly Satisfactory).



This shows that the projects are highly relevant (3.64) in addressing the key TVET challenges identified. However, some projects experienced a variety of implementation challenges that undermined their overall performance. This is reflected in the lower ratings specifically for Efficiency (2.36) and to some extent for Sustainability (2.91). Effectiveness is considered Highly Satisfactory at 3.55.

It is important to note that 5 of the 11 projects are still under implementation. However, 4 of those 5 projects should have received their terminal disbursement at the time of the evaluation but have since been extended (see section on Efficiency for further detail). The evaluation makes specific suggestions on how to improve the performance of these projects.

The average composite score for all projects is 3.11 across all four criteria. Excluding the Relevance criterion would lower the composite score marginally to 2.94.

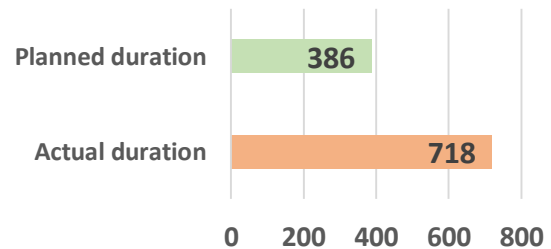


### Key findings by criteria

**Relevance.** Only projects that fit the strategy and policies of CDB are approved and the analysis of potential benefits and risks of the projects are very well done. The projects are also clearly linked to CDB's Country Strategy Papers and the BMCs development priorities and sector plans. In instances where the BMC does not have an appropriate guiding policy, CDB has provided technical assistance to the BMC to ensure that the strategic direction and priorities are identified and defined. For those projects with a rating of Satisfactory, there was no evidence of stakeholder consultation, particularly with representatives from business and industry. Effective TVET systems need to be strategically integrated with both education and industry.

**Effectiveness.** Although Effectiveness was rated as Highly Satisfactory overall, the evaluation highlights some weakness in monitoring and reporting against expected results. All the Appraisal Reports for the interventions evaluated included a Logical Framework Matrix (LMF) that identified the expected outcomes and, in many cases, very precise and measurable indicators. Yet these indicators are not specifically referenced in either the Project Supervision Reports (PSRs) or Project Completion Reports (PCRs) and, in only one case was baseline data provided. Monitoring and evaluation of project performance focused on achievement of the outputs with very little reference to the verifiable targets that appeared in the LFM. Effectiveness can be more readily evaluated if tracer studies are completed. Such studies would also inform future TVET programming. A positive development is that labour market surveys are being conducted in several countries and the results of the labour market studies conducted in St. Lucia, Guyana and Belize have been incorporated in the evaluation. Jamaica regularly conducts labour market surveys and tracer studies. Also, the OECS has developed Labour Market Information System software to assist with the administration of labour market surveys.

**Efficiency.** The 10 in-country projects (excluding the regional OECS project) had an initial planned total duration (from signature of loan agreement to actual or projected terminal disbursement date) of 386 months. At the end of 2014, they were 332 months beyond what was projected. The figure below shows the planned and actual duration in months.



Part of the challenge of loan execution relates to the delays in meeting the conditions precedent. The total delay in meeting the conditions precedent for the 10 projects was 87 months. Two projects experienced no delays, 6 of the 10 projects were delayed by

between 3 and 11 months while 2 projects were delayed by 25 and 28 months, respectively. The evaluation is of the opinion that the conditions precedent were generally not onerous and should have been achieved within the anticipated timeframe. This implies a need for more realistic and accurate projections of timelines at appraisal.

The evaluation points out that the potential costs of project delays are substantial:

- Cost to the advancement of education – delays result in a cohort of students who will not have the opportunity to benefit.
- Extended investment in management resources – e.g. costs of running a project management office/unit.
- Payment of commitment fees – depending on the funding source, a commitment fee may be payable by the borrower.
- Reduced purchasing power for necessary equipment due to inflation.
- Opportunity cost – project staff in BMCs and at CDB spend substantial additional time administering projects with implementation delays instead of focusing on other tasks.

The analysis of projected and actual costs for completed or nearly completed projects showed that for six delayed projects the respective BMCs contributed over USD7.5 mn more than estimated at appraisal as counterpart contributions.

In general, the delays were attributed to slow counterpart approval processes; inadequate performance of Project Steering Committees (PSCs), untimely provision of counterpart resources due to fiscal constraints, and insufficient in-country technical expertise. Although the evaluation also observed that there are now more individuals with the requisite technical expertise in all of the BMCs included in this evaluation.

**Sustainability.** The sustainability of the interventions assessed can be measured in terms of their ability to develop systems and processes to institutionalise TVET; their ability to maintain physical facilities and respond to changing employment needs; the development and retention of education

professionals; and effective management of the TVET curriculum to ensure the requisite programme delivery.

BMCs considered in the evaluation have established TVET organisations and their capability to support TVET within the Ministries of Education. Jamaica and Trinidad and Tobago are recognised as regional leaders and, in addition to having the structures to deliver advanced TVET, these countries also facilitate access by other regional neighbours to professional development. Barbados, Belize and Guyana have committed significant resources to the development of TVET while St. Vincent and the Grenadines has a relatively new organisation - the Sector Skills Development Agency that is guiding the professional development of educators and leading the certification of students and facilities. Dominica appointed a new TVET Council in 2013, and while it has been very progressive in its development of TVET programmes, particularly in secondary schools, it does not yet have well-articulated TVET strategies and operational policies.

With the exception of Jamaica and Trinidad and Tobago, the recurrent expenditure budget of the project countries have no specific allocation for maintenance of TVET facilities. The TVET agencies in these BMCs must apply for maintenance funds from the general education budget. This makes it difficult to maintain equipment and introduce new programmes to support industry.

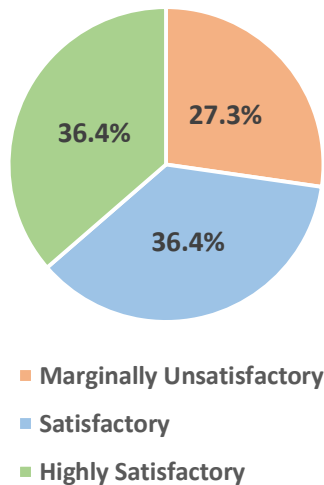
While labour force studies are accepted best practice and the Canadian Education for Employment initiative has created a template that is available to members of CANTA, few surveys are routinely conducted in BMCs. It takes time to develop labour force information as sophisticated as that in Jamaica. However, a labour force study need not be overly complicated or expensive to administer.

Four of the projects supported professional development of educators. However, financing of continued professional development is a challenge. Furthermore, it was noted that in some jurisdictions, the remuneration of TVET educators was not competitive with that of industry and this was an impediment to recruiting qualified personnel. Also, it has been reported that in some cases, TVET teachers

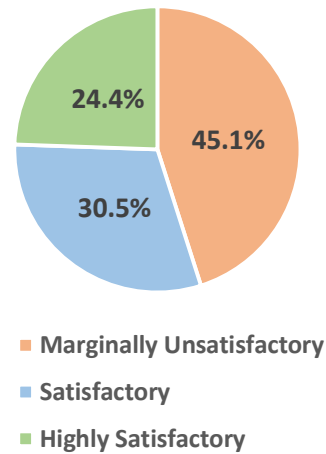
do not receive comparable compensation to those teaching “academic” subjects. Establishing equitable compensation packages for TVET educators could ensure that more appropriately qualified teachers are attracted to and retained in the system. Disparities in the compensation packages between the general education system and the TVET sub-sector serve to highlight the limited importance attached to TVET as a viable career path.

### How did the eleven projects perform?

With regard to the composite scores per project (an average of the ratings across the four criteria), 3 of the 11 projects are considered Marginally Unsatisfactory (scoring 2.5 and less, highlighted in orange in the graph below), 4 Satisfactory (blue) and another 4 Highly Satisfactory (green). This translates into a success rate of 72.8% (Satisfactory plus Highly Satisfactory).



However, the three underperforming projects have a combined value of USD44.8 mn of the total portfolio of USD99.3 mn under review. The following graph shows the distribution of the composite scores based on approved project value.



### How did the BMCs and CDB perform?

The performance of the borrowers was rated as Marginally Unsatisfactory (2.45) and that of CDB as Highly Satisfactory (3.45). However, in nearly half of the projects (5 out of 11) the borrower received a Satisfactory rating of 3. The observed weaknesses were in meeting the conditions precedent, procurement delays, underperformance of PSCs and insufficient technical skills in-country. Appraisal Reports, in their lessons learned sections, outline the importance of stakeholder consultations. Yet, it appears from discussions and from the document reviews that significant conversations with industry representatives did not occur.

Interviews in the BMCs and with CDB Staff indicated that projects are closely monitored, but there was incomplete evidence of this in CDB’s Registry files. All specific loan documents (Appraisal Reports, Loan Agreements, Disbursement notifications, PSRs and PCRs) were in the Registry Files. However, there was a deficiency with respect to reports submitted by the BMCs’ Project Managers/Coordinators (e.g. minutes of PSC meetings, status reports, reports on investment costs) and other CDB Staff Reports (such as Back-to-Office-Reports, Aide Memoires).



## Trial impact assessment

While visiting St. Lucia, Belize and Guyana the evaluation team attempted to associate project results with available outcome data, employment trends and employer and graduate survey responses.

**St. Lucia.** The project was completed in 2004. Hence it was difficult to detect any direct effects that could be attributed to the project. Overall the unemployment rate was higher in 2012 in comparison to the time of the project appraisal – also due to the effects of the financial crisis. More important is that feedback from graduates and employers as well as the Labour Market Study in 2012 indicate a significant gap between skills and qualifications of graduates and the needs of employers. World Bank data shows for the period 2009-2012 that the number of students enrolled in vocational subjects was relatively constant at 150. But the percentage of female students fell from 19% to 11%.

**Belize.** The project was completed in 2008. Unemployment increased from 9.3% in 2001 to 12.1% in 2014. It is positive that the number of female students enrolled in TVET increased between 2004 and 2013. While the numbers of females in welding, automotive, plumbing, electrical and carpentry are minimal, there is a growing number of female instructors in traditionally male occupations. The overall majority of the graduates surveyed were satisfied with the content and training and more than 60% are currently employed. The satisfaction of employers with the skills and competencies of graduates is at around 50%.

**Guyana.** The project in Guyana will soon be completed. Unemployment has been stable at around 11% between 2008 and 2013 while the ILO estimates youth unemployment to be at 24% in 2013. Female students are estimated to account for around 5% of enrolled students. The Ministry of Education (MOE) and the TVET Council are planning an awareness campaign to raise the profile of TVET in general and specifically for girls. Based on the most recent labour market study, it is evident that there is a serious need for mechanics and machine operators in Guyana. The Technical Institutes (TIs) have moved to ensure that there are adequate enrolments in these technical areas. The TIs reported that where

certification is not being provided, graduates' chances of employment are reduced as employers are looking for credentials. However, anecdotal evidence from employers show that they are hiring graduates from the TIs into positions for which they have been educated.

## Comparison with accepted good practice

In an effort to assess how far along BMCs were in their development of TVET systems, a rubric was designed to assess progress on key characteristics of effective TVET programmes, for example data availability, funding, needs assessment, access, flexible learning, career counselling and qualification frameworks. The OECD "Skills Beyond School Synthesis Report" provided the foundation for developing the rubric. The rubric was used to assess six selected projects. The main findings are:

**Access to TVET programmes continues to be a challenge for some students.** It would be helpful for projects and countries to ensure that students who wish to pursue TVET programmes have access to the same educational funding as those who are attending traditional post-secondary institutions. This will require some modification to existing student loan facilities as TVET programmes tend to be shorter than traditional tertiary programmes.

**Graduate feedback about their educational and employment experiences is a key component of curriculum renewal.** To date, while institutions have had informal discussions with graduates, few graduate surveys have been conducted. Such surveys need not be sophisticated or expensive. They are excellent tools for educators to use when considering programme development, labour market analysis and changes in industry demand. In addition, they provide vital data for outcome monitoring.

**Formalised programmes between TIs and employers vary by country.** In some cases, such as Belize and St. Lucia, almost all TVET programmes have industrial attachments. These programmes are cited as best practice within the OECD as they provide valuable work experience for students and valuable feedback on employer needs.

**All of the countries included in this evaluation have acknowledged that technical and vocational careers are important for economic development.** This public profile is tremendously important and can be achieved through the demonstration of evidence and comprehensive career counselling rather than through advertising. It is necessary for governments to demonstrate that TVET is a valuable educational pathway within the existing education system.

## Lessons

**Data obtained through labour market information, employer input through TVET councils and tracer studies is the engine that drives effective TVET programmes.** Both the literature review and the results of the evaluation demonstrate the importance of the links between industry and education. TVET programmes are expensive and it is essential that resources are used to support programmes that will lead to employment. Of the nine BMCs in this evaluation, less than 50% routinely conduct Labour Market Studies to inform education offerings. In addition, the establishment of TVET Councils, when appropriately empowered, provide excellent counsel to programme development and management.

**Adequate technical expertise in-country can contribute significantly to project effectiveness and efficiency.** Successful interventions need to be staffed by people with the appropriate technical expertise in equipment and materials selection, operation and maintenance. Capacity within the country needs to be assessed and plans made for appropriate technical support as part of the appraisal process. TVET is a specialised area of education and it is critical that adequate capacity exists within the BMCs to ensure that project implementation proceeds as planned. In addition, mitigation measures are necessary to manage staff changes that seem to occur frequently.

**Inclusive stakeholder consultation and participation can improve project design and performance.** Stakeholders are much more in tune with developing industries and opportunities. To be ahead of emerging trends and business developments, it is important to solicit their advice. The expertise of TVET Councils, supported by CANTA, can provide

valuable input on the development of TVET curriculum and facilities. For example, the Ministry of Education, Guyana, consulted with numerous stakeholders including students, industry, employers and politicians about desirable locations for the new TIs.

**Certification is a valuable form of promotion.** In both Belize and Guyana, stakeholders reported that the lack of provision of recognised certificates has made the TVET programmes less popular. In Guyana, certificates are not provided to graduates of TVET programmes in the Lenora TI and it is undersubscribed. The TI in Georgetown awards a range of recognised certificates and it is oversubscribed. Students will not invest time, effort and finances in programmes that do not offer certification that validates employability.

**Country ownership is key for successful project implementation.** Strong and fully functional PSCs that pay attention to project advancement, assist with the removal of bottlenecks and monitor project progression (including performance and outcome indicators) can be of tremendous assistance to making a project more efficient and effective. Dysfunctional PSCs undermine local ownership, timely implementation and adjustments, as well as limiting communication, feedback and reporting.

**Specific measures to advance gender equity should be included in project design and implementation.** Given the low enrolments of students in the rural areas of Belize and Guyana, it is difficult to surmise the impact of these programmes on women. Visits to institutions revealed that females were accessing hospitality, cosmetology and food preparation programmes. The numbers of females in welding, automotive, plumbing, electrical and carpentry were minimal and in Guyana, the enrolment of females remain at the baseline level of 5%. It was reported, and evidenced during country visits, that there is a growing number of female instructors in traditionally male occupations.

**More comprehensive pre-appraisal processes can reduce delays in meeting conditions precedent.** Only two of the projects included in this evaluation met the conditions precedent at the agreed time. In order to address this issue, CDB has ensured that more

complete planning occurs at the pre-appraisal level and this has had a positive impact. The establishment of a PSC as part of pre-appraisal processes could help to reduce some of the time delays in meeting conditions precedent. An active PSC could also assist with advancing project activities. Procurement delays have also occurred as a result of a lack of knowledge of CDB's procurement policies in government agencies.

### The way forward for BMCs and CDB

TVET in the BMCs of CDB have made tremendous strides since 1990. Today, all countries included in this evaluation, with the exception of Haiti, have bodies established by legislation to advance TVET. CANTA has worked initially as a volunteer group and more recently with support from the CARICOM – Education for Employment Program (C-EFE) to advance a coordinated approach to the development of standards for the advancement of TVET in the region.

It is clear that a global shift in TVET reform is underway and it is largely linked to the expectation of economic prosperity. It is inherent in discussions of reform, that resources and regional needs are diverse. However in all contexts, adult learners require systematic, analytically-constructed curricula anchored in meaningful experiences relevant to the workplace. It is the responsibility of governments, business partners, and educational institutions to recognize the need to set a firm foundation in current skills and competencies for the dynamic technological world.

While the projects selected for consideration in this evaluation have experienced many challenges, the achievements are noteworthy – in that there are more places for students to study and prepare for the world of work; there is an accepted curricula for TVET; there are human resource and facility standards for the delivery of technical education; and there is a more highly skilled group of educators prepared to encourage and prepare students to contribute to the economic development of this region.

In the following, the evaluation presents a number of options for the way forward for both BMCs and CDB. The evaluation is aware that certain aspects of the

lessons learned and options presented are currently addressed by CDB.

**BMCs continue to develop technical and vocational education pathways that are informed by labour market information and stakeholder input.** The evaluation encourages BMCs to continue on their path of human capacity and facility development to fully deliver technical and vocational education in their countries. A logical next step for most countries is the evolution to demand driven education systems utilising updated labour market information.

**BMCs expand TVET as part of general education.** During stakeholder consultations, much was said about the “stigma” associated with TVET. The evaluation team was inspired by a female construction manager who shared the story of her education, indicating that most people, including her family, discouraged her from choosing her technical education pathway. In order for technical education to be considered a viable option for students, it must garner respect within the education system. Further, technical educators must receive the same benefits as other educators and technical labs equipped in the same manner as traditional labs. Creating opportunities for all learners includes promoting technical careers for women. The visibility of technical and vocational education can be enhanced by introducing it into formalised education as early as possible. The ability to infuse the curriculum with practical technical and vocational examples, helps to ensure that students understand the potential of this field of study. Finally, career counselling and work place experiences must be prioritised within the general education system so that students make the best possible career decisions.

**BMCs seek to increase the accessibility of tertiary TVET programmes.** Creating opportunities for all learners includes providing access through financial assistance and other support measures such as childcare and flexible scheduling. Educational stakeholders in several countries noted that their youth have challenges paying for TVET programmes. While tuition is relatively low, the youth are faced with additional living costs such as food and transportation while studying. Most BMCs operate student aid programmes, many through the Revolving Student Loan Fund. The evaluation

encourages BMCs to re-examine their student aid programmes with a focus on TVET education and amend them, as appropriate, to remove some of the financial barriers that prevent students from enrolling.

**BMCs seek to fully utilise their educational institutions.** The evaluation observed during country visits that most secondary schools and TIs are not fully utilized in the late afternoons and evenings. Having technical equipment of industry standard is of tremendous benefit to communities. The evaluation encourages educational administrators to explore how schools and TIs might be more completely utilised.

**BMCs provide opportunities for disadvantaged or disengaged youth.** The evaluation encourages BMCs to consider alternate pathways for disadvantaged and disengaged youth to re-enter the education system. Special programmes offering Level 1 technical and vocation programmes in youth centres and evening programmes at TIs (including appropriate counselling) will provide youth with options the traditional system often cannot.

**BMCs develop strategies for sustaining relevant TVET programmes and the maintenance of modern TVET labs.** There appears to be no mechanism within BMCs, other than government support, to sustain TVET programmes and maintain TVET equipment and facilities. While TVET is most often the largest component of an education budget, in many of their visits the evaluation team witnessed equipment that was either outdated or not operable. In order for students to be prepared for employment, it is necessary that they have access to equipment similar to that which they will use in industry.

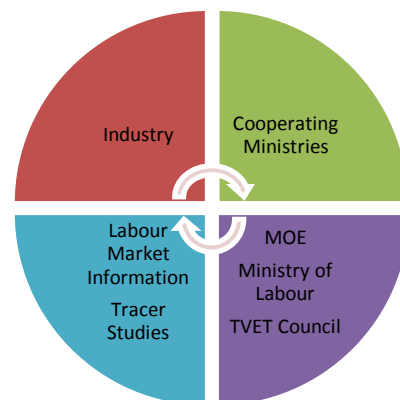
**BMCs are encouraged to take greater responsibility for the development and implementation of TVET projects.** It is suggested that a PSC be established when a project is in its infancy in order to support the design, solicitations of stakeholder inputs and monitoring. This should be supported by adequate TVET expertise within the project management unit, to ensure the quality of facilities and equipment. This would increase country ownerships and improve project monitoring and supervision functions.

**BMCs develop measurable results to manage project progression and assess project effectiveness.** It was challenging, based on the results matrices for the projects, to determine whether or not they made substantial differences to economic and social development. Part of this is due to the lack of specific and measurable project outcome metrics.

**CDB continues to support technical and vocational education projects that encourage TVET as part of general education.** CDB has an opportunity to work more closely with CANTA to advance good practices in technical and vocational education.

**CDB ensures that proposed TVET projects contain specific activities to increase the percentage of students who choose to participate in non-traditional careers.** While many of the projects examined make reference to being consistent with the gender policies of CDB, few contained specific initiatives that would be undertaken to increase the number of students participating in non-traditional programmes. It is recommended that CDB seeks to ensure that specific measures are undertaken to include those who are under-represented in specific industrial sectors.

**CDB ensures that extensive consultation occurs as part of TVET project design - complemented by labour market information.** The primary purpose of TVET is to ensure that students are being prepared for meaningful employment. This is predicated on knowing where the employment opportunities exist and how TVET can address the development needs of the country. A possible consultation mechanism is illustrated below



**CDB shares information about the conditions for effective TVET programmes with BMCs as they are contemplating new initiatives.** A list of the conditions such as those developed by OECD can help BMCs to develop and sustain relevant TVET systems. Other important elements such as career counselling and flexible timetables will serve to ensure that students can chart their education paths. CDB can use the characteristics and supporting conditions as a checklist when considering potential TVET projects.

**CDB supports TVET projects that include capacity building (TA) within project management units.** Greater emphasis should be placed on the responsibility for project development and implementation within BMCs. To this end, CDB could provide support that will enable BMCs to improve project management and compliance with reporting requirements.

**CDB enhances its monitoring and evaluation of projects.** The evaluation suggests that CDB further improves completeness and quality of project documentation and ensures that investment and progress reports to be submitted by the respective BMC are made available. This would pave the way for more rigorous project monitoring and supervision potentially reducing delays. The evaluation also proposes to further improve the quality of the Results Frameworks and Project Supervision Reports to provide more meaningful information about project implementation and to better track outcome indicators.

## Evaluation methodology

The evaluation was conducted by a team of five education and vocational training experts from Canada, with supervision and support provided by OIE. The consultants visited CDB in Barbados during their preparation for the exercise and to conduct a comprehensive review of the selected interventions. The evaluation team visited Belize, Guyana, St. Lucia and St. Vincent and the Grenadines in November 2014 for an in-depth review of project implementation and results and discussions with key stakeholders, including teachers, employers and students. This was complemented by online surveys, document reviews and interviews with key CDB technical and management staff. Each of the 11 projects were assessed and rated individually – including the appropriate justifications - according to the Performance Assessment System. This was complemented by an analysis of global and regional TVET trends. The main limitations to the evaluation were the accessibility, the quality and the completeness of project documentation as well as the limited number of survey responses. The full report also includes the details for each project and specific suggestion for ongoing projects.

**CARIBBEAN DEVELOPMENT BANK**



**MANAGEMENT RESPONSE**

**THE EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S INTERVENTION IN  
TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (1990–2012)**

**MAY 2015**

Management is generally in agreement with the lessons learned and recommendations contained in the evaluation report. In this regard, Post 2012, the majority of the lessons and recommendations had already been factored into the design of new projects.

Notwithstanding, Management wishes to highlight one area of divergence between its assessment and the evaluation results.

The “Consultation Circle” was an established practice which obtained during the latter part of the review period and which continues. Although most of the projects reviewed were those developed in the early stages of the Bank’s engagement, the “Consultation Circle” had already been entrenched in the Bank’s appraisal process and had been included in the St. Vincent and the Grenadines project appraised in 2011, and included in the evaluation exercise. The wide consultation had included Industry, cooperating ministries, Ministry of Education, among others, with lessons drawn from the 2009 Labour Market Survey. These wide consultations reinforced the need to align school programming with labour market demands and influenced the interventions in support of TVET development. In Management’s view, the Evaluation process missed an opportunity to highlight this positive shift in practice.

**CARIBBEAN DEVELOPMENT BANK**



**FINAL REPORT**

**ON**

**THE EVALUATION OF THE CARIBBEAN DEVELOPMENT BANK'S INTERVENTION IN  
TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (1990–2012)**

**MAY 2015**



## **TABLE OF CONTENTS**

### **ABBREVIATIONS**

### **EXECUTIVE SUMMARY**

- 1. INTRODUCTION**
- 2. EVALUATION METHODOLOGY**
- 3. GOOD PRACTICES IN TECHNICAL AND VOCATIONAL EDUCATION**
- 4. PROJECT BACKGROUNDS AND DESCRIPTIONS**
- 5. EVALUATION PERFORMANCE**
- 6. SUMMARY OF FINDINGS AND CONCLUSIONS**
- 7. LESSONS LEARNED**
- 8. OPTIONS FOR THE FUTURE**

### **REFERENCES**

### **APPENDICES**

- Appendix 1: Project Assessment System 2013 Criteria Checklists for Public Sector Investment Lending
- Appendix 2: Examples of Integrated TVET Systems
- Appendix 3: World Bank OECS Project - Summary of Planned and Actual Project Costs
- Appendix 4: Basic Education (Second Loan) - St. Lucia – Summary of Planned and Actual Project Costs
- Appendix 5: Enhancement of TVET- Belize: Summary of Planned and Actual Project Costs
- Appendix 6: UTECH Enhancement, Jamaica: Summary of Planned and Actual Project Costs
- Appendix 7: Enhancement of TVET - Guyana: Summary of Planned and Actual Project Costs
- Appendix 8: Education Enhancement Project, Dominica: Summary of Planned and Actual Project Costs
- Appendix 9: TVET - St. Vincent and the Grenadines - Summary of Planned and Actual Project Costs
- Appendix 10: Enhancement of TVET - Belize – Site Visit Details
- Appendix 11: Enhancement of TVET - Guyana – School Renovations Implications
- Appendix 12: Profile of the TVET Evaluation Consulting Team

## CURRENCY EQUIVALENTS

**(Dollars (\$) are United States Dollars unless otherwise stated)**

### ABBREVIATIONS

%	per cent
BEP	Basic Education Project
BMCs	Borrowing Member Countries
C-EFE	CARICOM – Education for Employment Programme
CANTA	Caribbean Association of National Training Authorities
CARICOM	Caribbean Community
CC	Climate Change
CCYD	CARICOM Commission on Youth Development (CCYD)
CDB	Caribbean Development Bank
CEO	Chief Education Officer
CET	Centre for Employment Training
CIDA	Canadian International Development Agency
CP	Conditions Precedent
CSEC	Caribbean Secondary Education Certificate
CVQ	Caribbean Vocational Qualification
CXC	Caribbean Examinations Council
DRM	Disaster Risk Management
EA	Executing Agency
EMIS	Education Management Information System
EPIU	Education Project Implementation Unit
ETES	Employment Training and Education Services
GOBD	Government of Barbados
GOBZ	Government of Belize
GOGY	Government of Guyana
GOH	Government of Haiti
GOSL	Government of St. Lucia
GOTT	Government of Trinidad and Tobago
HEART	Human Employment and Resource Training
HRD	Human Resource Development
ICR	Implementation Completion Reports
IDB	Inter-American Development Bank
ILO	International Labour Organization
IT	Information Technology
ITVET	Information Technology Vocational Education and Training
KPIs	Key Performance Indicators
LFMs	Logical Framework Matrices
LMI	Labour Market Information
LMIS	Labour Market Information System
LMS	Labour Market Survey
LVSS	Lester Vaughan Secondary School

M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
mn	million
MOE	Ministry of Education
MOF	Ministry of Finance
NTA	National Training Authority
NVQ	National Vocational Qualification
OECD	Organisation for Economic Cooperation and Development
OECS	Organization of Eastern Caribbean States
PAS	Performance Assessment System
PCR	Project Completion Report
PMMP	Preventative Maintenance Management Plan
PPES	Project Performance Evaluation System
PSCs	Project Steering Committees
PSR	Project Supervision Report
RTB	Regional Training Board
SLS	Student Loan Scheme
SLGS	St. Leonards Girls School
SSDA	Sector Skills Development Agency
SVGCC	St. Vincent and the Grenadines Community College
TA	Technical Assistance
TBZ	Enhancement of Technical Vocational, Belize
TDD	Terminal Disbursement Date
THA	Technical and Vocational Education and Training Project, Haiti
TIs	Technical Institutes
TTIT	Trinidad and Tobago Institute of Technology
TOECS	OECS TVET Project
TOR	Terms of Reference
TSVG	Technical and Vocational Training Development, St. Vincent and the Grenadines
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America
UTech	University of Technology, Jamaica
UTIC	Utech Innovation Centre, Jamaica
UTJA	University of Technology Enhancement, Jamaica
WB	World Bank

## EXECUTIVE SUMMARY

1. The Caribbean Development Bank (CDB) supports interventions in education and training as critical to the achievement of national and regional goals for social and economic development. At the Technical and Vocational Education and Training (TVET) and post-secondary levels, the acquisition of knowledge and skills relating to new technologies, production processes and techniques is vital.
2. Over last two decades (1990-2012), CDB has invested approximately \$522 million (mn)<sup>1</sup> towards the development of education in the Region, of which over \$100 mn was approved for the development of TVET. In addition, for over 20 years, TVET has received focussed attention at a regional level through the Caribbean Community (CARICOM), anchored by the 1990 Regional Strategy for TVET. In 2013, the Regional Strategy was revised, and TVET was redefined and promoted as an agent of Workforce Development and Economic Competitiveness.<sup>2</sup> “The strengthening of post-secondary institutions as necessary, to meet these challenges, will be critical.”<sup>3</sup>
3. CDB is also in the process of updating its Education and Training Policy and Strategy (2006) and reviewing its priorities for education in the Region to ensure the continued relevance of that policy to the immediate needs of employers in Borrowing Member Countries (BMCs), and future strategic employment opportunities from emerging trends and sector priorities. Many students who have gone through skills training are not always well prepared to enter the work force.<sup>4</sup> Youth unemployment is now recognised as a major and costly issue in many countries;<sup>5</sup> and instead of contributing to the economy, the young who are underemployed and unemployed incur costs to the economy, including a possible negative impact on citizen security.
4. CDB’s support for achieving inclusive and sustainable growth and development in BMCs as described in the Strategic Plan 2015-19 will be through, *inter alia*, investments in education and training, particularly for unemployed youths and people at-risk, as well as promoting gender-equitable access to non-traditional occupational areas and skills required to enhance employability.
5. It is against this background that the Office of Independent Evaluation (OIE) commissioned a strategic/sector evaluation of CDB’s support for TVET in the BMCs over the period 1990-2012. The evaluation will take account of the results articulated in the Human Resource and Education Strategies, the Strategic Plans and Country Strategies and projects and programmes.

## OBJECTIVES OF THE EVALUATION

6. A team from MindBloom Consulting of Nova Scotia, Canada, comprising five members with expertise in TVET and evaluation, was engaged by CDB in September 2013 to undertake the evaluation. The evaluation covers the period 1990-2012, focusing on current trends and good practices in TVET across 11 projects supported by CDB in Barbados, Belize, Dominica, Guyana, Haiti, Jamaica, St. Lucia, St. Vincent and the Grenadines, Trinidad and Tobago and a regional Organisation of Eastern Caribbean States (OECS) project.

---

<sup>1</sup> Includes Basic Needs Trust Fund Allocation of \$38.6 mn.

<sup>2</sup> Regional TVET Strategy for Workforce Development and Economic Competitiveness, CARICOM Secretariat. March 2014.

<sup>3</sup> Education and Training Policy and Strategy of CDB. January 2006.

<sup>4</sup> At-Risk Youth: An Urgent Challenge for the Caribbean – Inter-American Development Bank (IDB).

<sup>5</sup> Costs include direct costs to the Government, depending on the extent of support programmes and costs related to the economic loss of investment in education, foregone earnings, savings and aggregated demand (International Labour Organisation (ILO) 2010). Achieving full and productive employment and decent work for all, including women and young people, is a target of Millennium Development Goals (MDGs). Over 60 per cent (%) of the Caribbean population is under 30 years of age, with high rates of unattached youth (no work, no study) and youth unemployment (nearly three times the rate of adult unemployment).

7. The objectives of the evaluation are as follows:
- (a) take stock of regional and international evidence of the effectiveness of TVET;
  - (b) examine and assess the actions taken by CDB;
  - (c) assess the performance of the interventions; and
  - (d) identify lessons of experience from CDB's support of TVET, and provide strategic, policy, administrative and operational recommendations to inform future interventions.

## **METHODOLOGY**

8. The evaluation commenced with the selection of the 11 TVET projects which represented a combined value of \$99.3 mn (ranging from \$2.8 mn - OECS regional, to \$25.9 mn - University of Technology Enhancement Project, Jamaica). Table 1 shows the projects that were selected for inclusion in the evaluation; the abbreviation for each project that is used throughout the report; the four review levels and the assignment criteria. The projects selected all had components that were focused on advancing TVET.

9. Standardised survey instruments to collect data, interview guides and observation guides were developed and contact made with liaisons in the BMCs. The Graduate Survey was developed from an existing survey of students used in other jurisdictions and modified to provide greater emphasis on TVET. The Employer Survey was modified from a Labour Market Information instrument provided by the Ministry of Education, Belize<sup>6</sup>. Site visits were undertaken for Level 1 projects and employer and graduate surveys administered. Level 2 projects included site visits and employer surveys. Level 3 and Level 4 projects were subject to desk reviews only.

10. CDB's Performance Assessment System (PAS)<sup>7</sup> which was developed in 2013 was used to evaluate the design, implementation and impact of the 11 projects chosen. The PAS is consistent with the recommendations of the Working Group on Evaluation Criteria and Ratings for Public Sector Evaluation of the Multilateral Development Bank Evaluation Cooperation Group. The PAS is based on a simple 4-point integer scale (1-4); and utilises the fundamental criteria and assessment principles that were applicable in the precursor Project Performance Evaluation System (PPES). The evaluation applied the four core performance evaluation criteria and two of the complementary evaluation criteria defined in the PAS.

11. Two additional rubrics were designed and applied in the evaluation of those projects where the required information was available, namely: (i) a trial impact assessment; and (ii) a comparative analysis of the projects' performance with accepted good practices.

12. The trial impact assessment was applied for GSLU, TBZ and TGUY where the Evaluation Team attempted to correlate project results with available outcome data, employment trends, and employer and graduate survey responses in order to assess discernible impact. The rubric designed to assess progress on key characteristics of effective TVET programmes and accepted good practices (data availability, funding, needs assessment, access, flexible learning, career counselling and qualification frameworks) was applied to six selected projects to assess how far along BMCs were in their development of TVET systems.

---

<sup>6</sup> The LMI survey instrument was provided to Regional Stakeholders through the C-EFE Programme. Labour Market Information (LMI) Methods and Methodology. December 2013. A Survey instrument was developed from a modified sample of a survey used successfully in a recent project in Guyana where the mining sector was targeted for demand based LMI. C-EFE Labour Market Information (LMI) Methods and Methodologies Tool Kit (December 2013)

<sup>7</sup> Refer to Appendix 1 for details of the PAS Criteria Checklist for Public Sector Investment Lending. OIE, October 2013.

**TABLE 1: PROJECT REVIEW LEVELS AND CATEGORISATION CRITERIA**

Level of Review	Review Activities	Projects	Project Type	Acronym	Approved Amount (\$'000)	Rationale
Level 1	In depth document review including monthly country reports, site visits, interviews and surveys of students and employers, discussion with BMC and CDB personnel	Enhancement of Technical Vocational, Belize	TVET System	TBZ	16,062	Recently completed project that involved the establishment of technical institutes (TIs). Opportunity to assess impact on students who have completed programmes introduced through project.
		Basic Education (2 <sup>nd</sup> Loan) Project, St. Lucia	General	GSLU	6,390	Project that involved integrating TVET into general education at the secondary level. Opportunity to assess impact on students who have completed programmes introduced through project.
Level 2	In depth document review including monthly country reports, site visits, interviews and surveys of students and employers, discussion with BMC and CDB personnel	Enhancement of Technical and Vocational Education and Training, Guyana	TVET System	TGUY	7,500	Recent project that involved the establishment of TIs. Not as much student/graduate data available as the project is more recent than the one in Belize.
		Technical and Vocational Training Development Project, St. Vincent and the Grenadines	TVET System	TSVG	5,000	Current project. Opportunity to use information gathered to make recommendations about current implementation.
Level 3	Document review of country documents, Country Strategy, Poverty Assessment, Appraisal Report, PSRs and PCR	University of Technology Enhancement Project, Jamaica	Institutional	UTJA	25,868	Enhancement of post-secondary offerings in an existing polytechnic.
		Dominica Education Enhancement Project	General	GDOM	4,000	Current project that involves the introduction of TVET at the secondary level.
		Secondary Education Project, Barbados	General	GBDS	12,260	More general education project.
Level 4	Review of Appraisal Report, PSRs and PCR	OECS TVET Project	TVET System	TOECS	2,800	Unique, older project that involved other development agencies and spanned several countries.
		UTech Innovation Centre, Jamaica	Institutional	UTIC	2,900	Establishment of a purpose built centre on the UTech campus. Unique project.
		Trinidad and Tobago Institute of Technology	Institutional	TTIT	7,538	Enhancement of post-secondary offerings in an existing polytechnic.
		TVET Project, Haiti	TVET System	THA	9,000	Unique project because of the earthquake in Haiti. Much of the existing infrastructure has been destroyed and the current project is establishing a system rather than providing an intervention. Further, CDB is planning an evaluation of its entire Haiti portfolio in the near future.
<b>TOTAL PORTFOLIO VALUE</b>					<b>99,318</b>	

## **Limitations**

13. Overall limitations related to incomplete project information in the Registry files; use of final Project Supervision Reports (PSRs) in lieu of Project Completion Reports (PCRs) that were not available for some of the earlier projects; and personnel changes in Belize, Guyana and St. Lucia which resulted in the unavailability of some of the persons who were directly involved in the projects.

14. There were several limitations related to the surveys such as a lack of response from St. Lucia to the survey of graduates which limits the evidence provided in the evaluation; a possible bias in the web-based survey instruments towards respondents who are more comfortable with technology (this could have adversely affected the response rate); and the survey response rates were, in some cases, very small and in all cases not sufficient samples to be statistically significant.

15. As intended in the evaluation design, the results of the surveys were limited to the triangulation with evidence from other sources. Feedback from a pilot could have enhanced content validity and response rates. However, considering available resources, the purpose of the surveys in relation to the other data collection instruments and the fact that survey designs were based on available instruments, the Evaluation Team is of the opinion that a pilot test was not necessary.

16. Despite the above limitations, the Evaluation Team is confident that, based on the evidence obtained and analysed, the conclusions derived in this evaluation are valid and reliable.

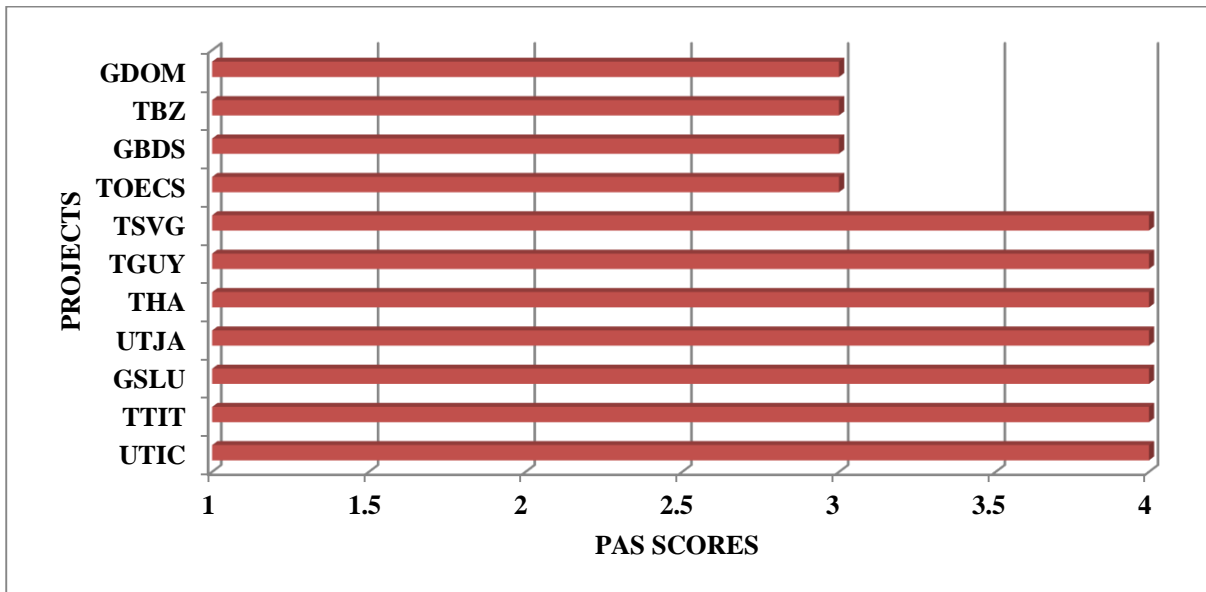
## **OVERALL PERFORMANCE ASSESSMENT**

17. The overall performance rating for the 11 TVET projects was *Satisfactory*. The composite score for the 11 TVET projects was 3.11, in a range from 2.25 to 4.0. Four projects were rated *Highly Satisfactory*, with one project receiving a perfect score of 4.0.

18. In general, projects that fell into the *Satisfactory* rating experienced some form of implementation delay and did not have sufficient policies and practices in place to ensure sustainability. Those which were rated *Marginally Unsatisfactory* had these same challenges indicated previously, and in addition, did not have sufficient stakeholder involvement. Timely implementation was a challenge for all but one of the projects with satisfying the Conditions Precedent (CP) to first disbursement, which was on average, nine months beyond the date estimated at Appraisal and an average Terminal Disbursement Date (TDD) of 33 months beyond the date contained in the Loan Agreement.

## **Relevance**

19. The Relevance of the projects was rated *Highly Satisfactory* (composite score of 3.64) in terms of both CDB's policies and strategies and those of the respective BMCs. The Appraisal Reports for the projects were very well done and compelling cases were made to justify the investments. Chart 1 shows the overall performance scores for the 11 projects in terms of Relevance, of which 7 were *Highly Satisfactory* and 4 were *Satisfactory*.

**CHART 1: RELEVANCE PERFORMANCE SCORES**

20. Those projects receiving a *Satisfactory* rating for Relevance were the earlier approved projects – GDOM, TBZ, GBDS and TOECS. The factor that consistently underscored the lower rating was the restricted scope of stakeholder consultation (senior government officials, principals and staff of the TIs, and students) compared with the more recently approved projects which also included the involvement of private sector organisations, community groups, regional councils and the business community in the preparation and planning of project activities.<sup>8</sup>

21. While active participation of beneficiaries and stakeholders is cited in the appraisal reports as a valuable lesson learned and recognised as a valuable practice in the design of TVET programmes, the direct interaction with employers is not visible in the project planning and design activities. Broad consultation with business and industry is classified by the Organisation for Economic Cooperation and Development (OECD) as a TVET good practice, and in addition to incorporation of information from labour market studies, influence programme content.<sup>9</sup>

### **Effectiveness**

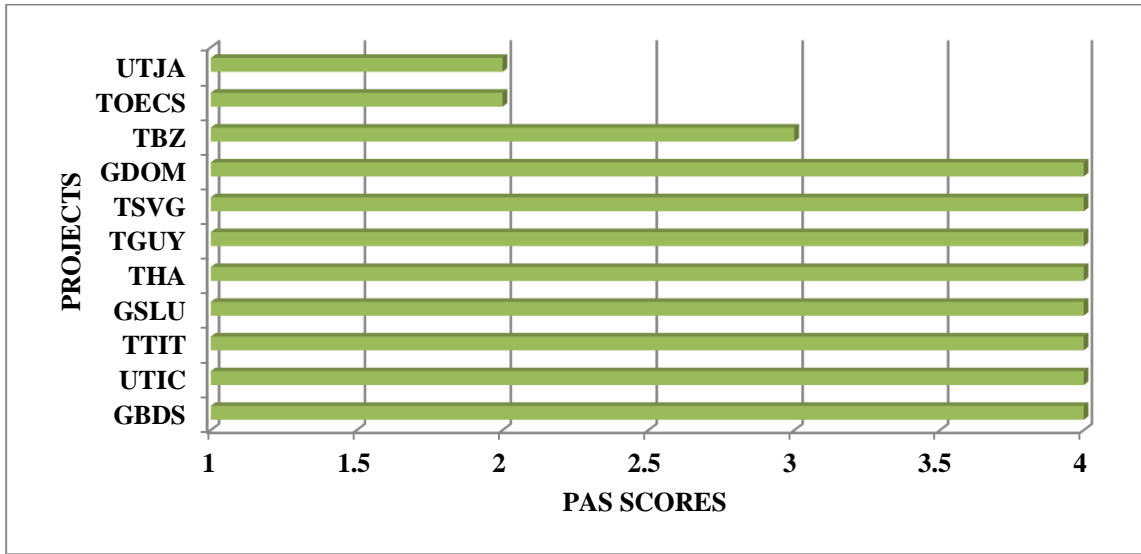
22. Effectiveness of projects was rated *Highly Satisfactory* with a composite score of 3.55. Individual project scores ranged from 2.00 to 4.00. While Logical Framework Matrices (LFMs) were found in all Appraisal Documents and most LFMs contained key performance indicators (KPIs) for project outcomes, the KPIs were not followed up in the PSRs or PCRs. In addition, very little baseline information was provided. PSRs focussed specifically on project outputs. In order to assess effectiveness, the original outcomes were identified and an attempt was made to obtain the information on the KPIs. When this was not possible, alternate evidence was sought. Chart 2 shows the Effectiveness performance scores for the projects evaluated.

<sup>8</sup> Appraisal Report - Enhancement of TVET – Guyana. Paper BD 125/08: Paragraph 2.35, Page 17. Appraisal Report TVET Development Project – St. Vincent and the Grenadines. Paper BD 114/11: Paragraph 5.06, Page 18.

<sup>9</sup> OECD Reviews of Vocational Education and Training. Skills Beyond School Synthesis Report: Summary and Policy Recommendations © OECD 2014.



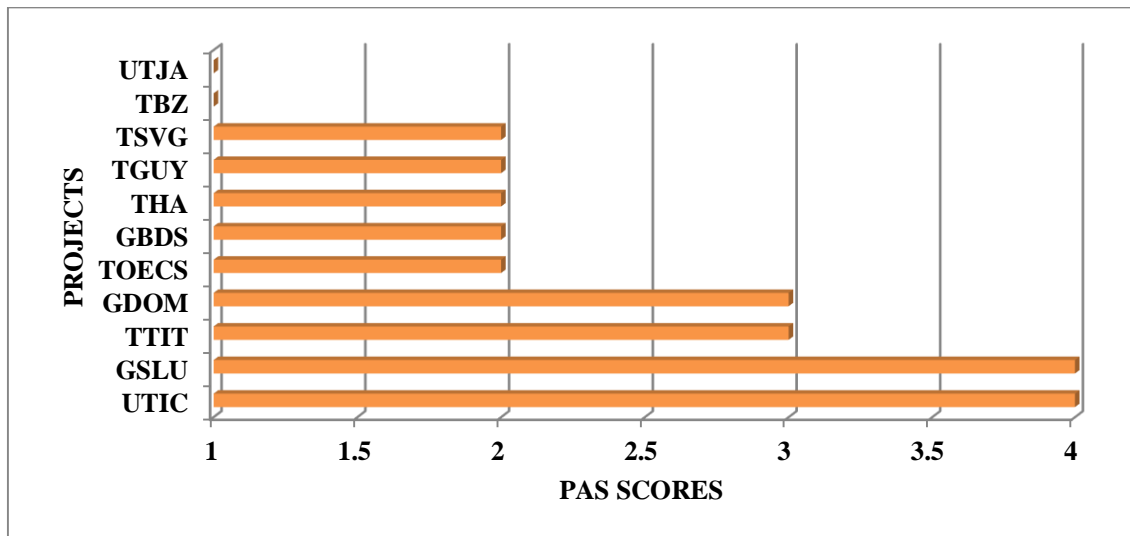
**CHART 2: EFFECTIVENESS PERFORMANCE SCORES**



**Efficiency**

23. Chart 3 shows the Efficiency performance scores for the 11 projects. Only two projects were rated as *Highly Satisfactory* for Efficiency. The composite score for all the projects was 2.36 which corresponded to a rating of *Marginally Unsatisfactory* for Efficiency. This is due largely to the length of time taken to complete the projects and the unanticipated expenses associated with the projects.

**CHART3: EFFICIENCY SCORES**



24. Of the six projects for which project investment reports and data on actual project costs were provided, five required (or were projected to) additional counterpart contributions. The cumulative amount (excluding the OECS project) exceeded \$7.5 mn and represented 35% of the original counterpart

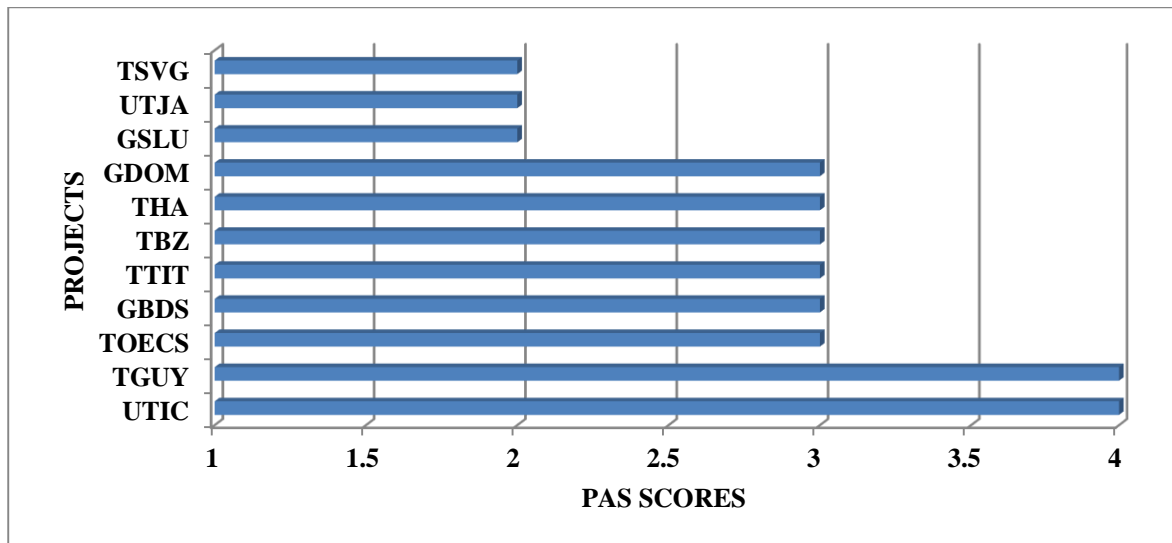
contribution. The most common reasons given for project delays related to slow approval and procurement processes in the BMCs.

### Sustainability

25. Overall, the projects rated *Satisfactory* for Sustainability with a composite score of 2.91. This is due to the fact that few BMCs have policies or processes to ensure that the benefits of interventions are maintained beyond the lives of the project. In the case of many of these projects, buildings were constructed and capacity building occurred. These investments have the potential for a long legacy. Chart 4 provides the overall performance scores for the sustainability of the 11 projects evaluated.

26. TVET, however, also involves the purchase and maintenance of equipment. Maintenance and replacement plans are key to programme delivery and these were not evident in the countries visited. Also decision-making based on industry demand data and tracer studies is important for the identification and selection of appropriate programmes. Labour Market Studies are important to sustaining a relevant TVET programme and these are not being done consistently throughout the Region. Two of the projects were rated *Highly Satisfactory* for Sustainability: one because revenue generating activities were incorporated into the project design that would provide resources for the maintenance and replacement of project assets; and the second because of the high level of TVET support resources provided by the Government to maintain the longevity of the project assets.

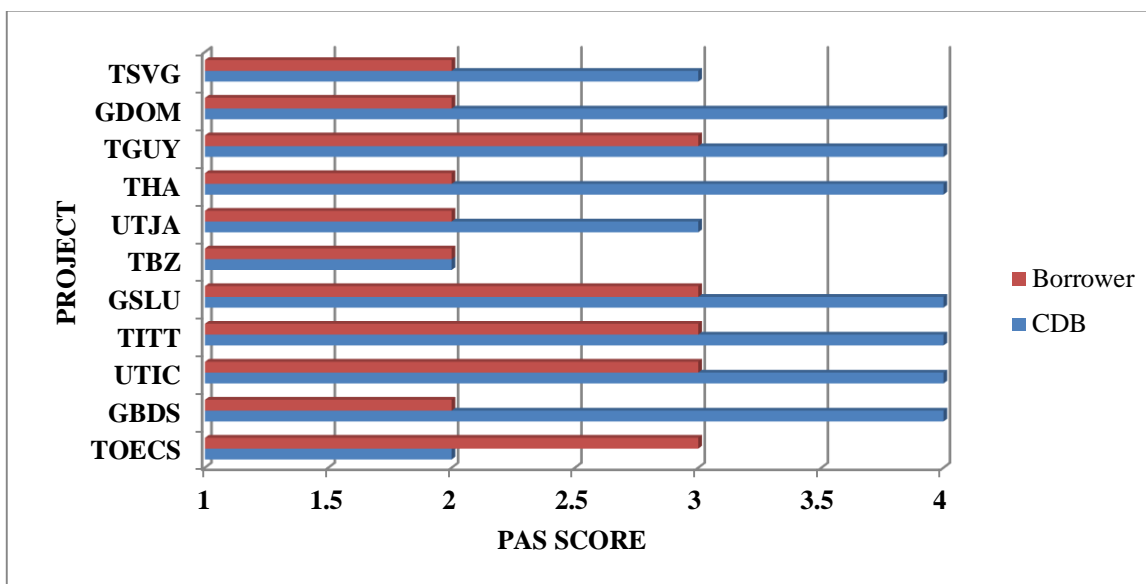
**CHART4: SUSTAINABILITY SCORES**



### Implementation Performance

27. The overall performance of the Borrowers/Executing Agencies (EA) was rated *Marginally Unsatisfactory* with a composite score of 2.45. CDB's overall performance was rated *Highly Satisfactory* based on a composite score of 3.45. Six of the Borrowers rated *Marginally Unsatisfactory* with a score of 2.0. Details are provided in Chart 5. The low rating awarded to Borrower/EA reflects the slowness with which CP were met, slow procurement and internal approval processes, inadequate maintenance plans and insufficient stakeholder involvement. CDB's performance in seven of the projects was rated *Highly Satisfactory*. The remainder experienced challenges with effective intervention when delays were encountered and lacked evidence of changes to implementation strategies when delays occurred.

**CHART 5: BORROWER/EXECUTING AGENCY and CARIBBEAN DEVELOPMENT BANK PERFORMANCE RATINGS**



#### Comparison with Good Practice

28. It was possible to identify 11 characteristics of good TVET programmes through a review of current literature. A matrix was used to measure six of the projects for these characteristics and the PAS four point scale was used. Two projects were deemed to be *Satisfactory*, two were identified as Foundational and two were considered Developmental.

#### Lessons Learned

29. The following are the principal lessons learned from the projects implemented:

- (a) **Data obtained through LMI, employer input through TVET Councils and tracer studies of Graduates is the engine that drives effective TVET programmes.** Both the literature review and the results of the evaluation demonstrate the importance of the links between industry and education. TVET programmes are expensive and it is essential that resources are used to support programmes that will lead to employment. Of the nine BMCs in this evaluation, less than 50% routinely conduct Labour Market Studies to inform education offerings. In addition, the establishment of TVET Councils, when appropriately empowered, provide excellent counsel to programme development and management.
- (b) **Adequate technical expertise in-country can contribute significantly to project effectiveness and efficiency.** Successful interventions need to be staffed by people with the appropriate technical expertise in equipment and materials selection, operation and maintenance. Capacity within the country needs to be assessed and plans made for appropriate technical support as part of the appraisal process. TVET is a specialised area of education and it is critical that adequate capacity exists within BMCs to ensure that project implementation proceeds as planned. In addition, mitigation measures are necessary to manage staff changes that seem to occur frequently.

- (c) **Inclusive stakeholder consultation and participation can improve project design and performance.** Stakeholders are much more in tune with developing industries and opportunities. To be ahead of emerging trends and business developments, it is important to solicit their advice. The expertise of TVET Councils, supported by the Caribbean Association of National Training Authorities (CANTA), can provide valuable input on the development of TVET curriculum and facilities. For example, the Ministry of Education (MOE), Guyana, consulted with numerous stakeholders including students, industry, employers and politicians about desirable locations for the new TIs.
- (d) **Certification is a valuable form of promotion.** In both Belize and Guyana, stakeholders reported that the lack of provision of recognised certificates has made the TVET programmes less popular. In Guyana, certificates are not provided to graduates of TVET programmes in the Lenora TI and it is undersubscribed. The TI in Georgetown awards a range of recognised certificates and it is oversubscribed. Students will not invest time, effort and finances in programmes that do not offer certification that validates employability.
- (e) **Importance of Project Steering Committees (PSCs).** Strong and fully functional PSCs that pay attention to project advancement, assist with the removal of bottlenecks and monitor project progression (including performance and outcome indicators) can be of tremendous assistance to making a project more efficient and effective. Dysfunctional PSCs undermine local ownership, timely implementation and adjustments, as well as limiting communication, feedback and reporting.
- (f) **Specific measures to advance gender equity should be included in project design and implementation.** Given the low enrolments of students in the rural areas of Belize and Guyana, it is difficult to surmise the impact of these programmes on women. Visits to institutions revealed that females were accessing hospitality, cosmetology and food preparation programmes. The numbers of females in welding, automotive, plumbing, electrical and carpentry were minimal and in Guyana, the enrolment of females remain at the baseline level of 5%. Males were observed participating in food preparation in Belize. It was reported, and evidenced during country visits, that there is a growing number of female instructors in traditionally male occupations.
- (g) **More comprehensive pre-appraisal processes can reduce delays in meeting CP.** Only one of the projects included in this evaluation met the CP at the agreed time. In order to address this issue, CDB has ensured that more complete planning occurs at the pre-appraisal level and this has had a positive impact. The establishment of a PSC as part of pre-appraisal processes could help to reduce some of the time delays in meeting CP. An active PSC could also assist with advancing project activities. Procurement delays may also result from a lack of knowledge of CDB's procurement policies in government agencies. Such delays could be reduced by having a broader cross section of people from the BMC attend the project launch workshop.

## **OPTIONS FOR CONSIDERATION**

30. The evaluation presents several options that could be considered by CDB and BMCs for future TVET interventions and are based on the sample of projects evaluated. The Evaluation Team is also aware that certain aspects of the lessons learned and options presented are currently addressed by Operations Area in the appraisal process.

(a) Options for Borrowing Member Countries

BMCs should:

- (i) **continue to develop TVET pathways that are informed by LMI and stakeholder input.** The strides that have been made in technical and vocational education over the last decade are laudable. The evaluation encourages BMCs to continue on their path of human capacity and facility development to fully deliver TVET in their countries. A logical next step for most countries is the evolution to demand driven education systems utilizing updated labour market information.
- (ii) **expand TVET as part of General Education Policies and Strategies.** This will enable all students to be exposed to TVET and determine whether or not it is for them. This positions TVET as an option for “opting in” rather than an opportunity for those who are “opting out” of the traditional academic stream. During stakeholder consultations, much was said about the “stigma” associated with TVET. In order for technical education to be considered a viable option for students, it must garner respect within the education system. Further, technical educators must receive the same benefits as other educators and technical laboratories equipped in the same manner as traditional laboratories. Creating opportunities for all learners includes promoting technical careers for women. The visibility of TVET can be enhanced by introducing it into formalised education as early as possible. The ability to infuse the curriculum with practical TVET examples, helps to ensure that students understand the potential of this field of study. Finally, career counselling and work place experiences must be prioritised within the general education system so that students make the best possible career decisions;
- (iii) **seek to increase the accessibility of tertiary TVET programmes.** Creating opportunities for all learners includes providing access through financial assistance and other support measures such as childcare and flexible scheduling. Educational stakeholders in several countries noted that their youth have challenges paying for TVET programmes. While tuition is relatively low, the youth are faced with additional living costs such as food and transportation while studying. Most BMCs operate student aid programmes, many through the Student Revolving Loan Fund. The evaluation encourages BMCs to re-examine their student aid programmes with a focus on TVET education and amend them, as appropriate, to remove some of the financial barriers that prevent students from enrolling;
- (iv) **seek to fully utilise their educational institutions.** This will create accessibility for students and can also provide some revenue generation to support operations. The evaluation observed during country visits that most secondary schools and TIs are not fully utilised in the late afternoons and evenings. Having technical equipment of industry standard is of tremendous benefit to communities. The evaluation encourages educational administrators to explore how schools and TIs might be more completely utilised;
- (v) **provide opportunities for disadvantaged or disengaged youth.** The evaluation encourages BMCs to consider alternate pathways for disadvantaged and disengaged youth to re-enter the education system. Special programmes offering

Level 1 TVET programmes in youth centres and evening programmes at TIs (including appropriate counselling) will provide youth with options the traditional system often cannot.

- (vi) **develop strategies for sustaining relevant TVET programmes and the maintenance of modern TVET laboratories.** There appears to be no mechanism within BMCs other than government support, to sustain TVET programmes and to maintain TVET equipment and facilities. While TVET is most often the largest component of an education budget, in many of their visits the evaluation team witnessed equipment that was either outdated or not operable. In order for students to be prepared for employment, it is necessary that they have access to equipment similar to that which they will use in industry;
  - (vii) **take greater responsibility for the development and implementation of TVET Projects.** Projects that focus on the development of TVET programmes must be “owned and operated” by the BMC. The country cannot rely on CDB for its project monitoring and supervision functions. TVET expertise must be available, preferably within the project management unit, to ensure the quality of facilities and equipment. It is suggested that a PSC be established when a project is in its infancy in order to support the design, solicitations of stakeholder inputs and monitoring; and
  - (viii) **develop measurable results to manage project progression and assess project effectiveness.** It was challenging, based on the results matrices for the projects, to determine whether or not they made substantial differences to economic and social development. Part of this is due to the lack of specific and measurable project outcome metrics.
- (b) Options for the Caribbean Development Bank

CDB should:

- (i) **continue to support technical and vocational education projects that encourage TVET as part of general education.** CDB has an opportunity to work more closely with CANTA to advance good practices in technical and vocational education;
- (ii) **ensure that proposed TVET projects contain specific activities to increase the percentage of students who choose to participate in non-traditional careers.** While many of the projects examined make reference to being consistent with the gender policies of CDB, few contained specific initiatives that would be undertaken to increase the number of students participating in non-traditional programmes. It is recommended that CDB seeks to ensure that specific measures are undertaken to include those who are under-represented in specific industrial sectors;
- (iii) **ensure that extensive consultation occurs as part of TVET project design - complemented by labour market information.** The primary purpose of TVET is to ensure that students are being prepared for meaningful employment. This is predicated on knowing where the

employment opportunities exist and how TVET can address the development needs of the country;

- (iv) **share information about the conditions for effective TVET programmes with BMCs as they are contemplating new initiatives.** A list of the conditions such as those developed by OECD can help BMCs to develop and sustain relevant TVET systems. Other important elements such as career counselling and flexible timetables will serve to ensure that students can chart their education paths. CDB can use the characteristics and supporting conditions as a checklist when considering potential TVET projects;
- (v) **support TVET projects that include capacity building (Technical Assistance [TA]) within project management units.** Greater emphasis should be placed on the responsibility for project development and implementation within BMCs. To this end, CDB could provide support that will enable BMCs to improve project management and compliance with reporting requirements;
- (vi) **improve its monitoring and evaluation (M&E) of projects.** While key project documents are to be included in Registry Files that are the official records of CDB, there appears to be some latitude around what is sent to these files. Loan Agreements call for the completion of specific reports such as quarterly investment summaries and project progress reports. Operations personnel complete Back-to-Office Reports and Aide Memories following supervision missions. None of these documents appear in the Registry files with any regularity. The only official documents that appear to be retained by CDB are the Appraisal Reports, which are necessary for loan approval and the Project Supervision and Completion Reports. The evaluation concurs with CDB's approach of placing the responsibility for project management on the BMC. From a capacity building perspective, this is most desirable. However, at appraisal, CDB needs to better assess the capacity of the BMC to manage the project and determine what mechanisms are necessary to ensure that the project proceeds as planned. Quarterly investment reports and project progress reports by the implementing agency are necessary and required; and
- (vii) **restructure its PSRs to provide more meaningful information about project implementation.** While the PSRs provide a good summary of project progress, they provide very little assistance to identifying successes or challenges. In many circumstances the evaluation team saw responses in PSRs carried forward verbatim from year to year. This evaluation also noted that the reports focus largely on the achievement of project outputs with little reference to outcomes. While all Appraisal Reports contain planned outcomes and, in some cases, KPI, very little baseline data is provided and relatively few outcomes are tracked throughout implementation.

## 1. INTRODUCTION

The abundance of unskilled labour within the [CARICOM] Community is the consequence of an exclusionary and elitist education system currently grappling with reform initiatives to develop the mechanisms to support, an efficient, high quality universal Early Childhood, Primary and Secondary system based on the enlightened assumption that every child can learn and every child must. The Community is challenged by losing 80% of its tertiary level graduates to migration and the challenges to the Region are further compounded by the fact that between 2000 and 2010, the Region's member states together issued approximately 87,000 work permits, 75% of which went to extra-regional skilled persons.

*CARICOM Regional TVET Strategy for Workforce Development and Economic Competitiveness, 2014*

### **Background and Context**

1.01 CDB has long invested in initiatives aimed at addressing the challenges of unemployment with the goal of greater economic prosperity for the people of the Region. These interventions are not just aimed at youth but also at the larger population of unemployed and underemployed. However, it is becoming increasingly apparent that the youth of the Caribbean hold tremendous potential and for various reasons, that potential largely has yet to be realised. This is supported by the Draft Report of the CARICOM Commission on Youth Development (CCYD), 2010 which recognised that the youth of the Region “are an under-utilised resource for the development of Caribbean communities, countries and the Region”<sup>10</sup>.

1.02 Following its establishment in 1969, CDB focused its support primarily in agriculture, tourism, industry and infrastructure. The first major education programme introduced by CDB was the Student Loan Scheme (SLS) introduced in 1972. SLS provides access to education through the provision of assistance to those seeking to study at post-secondary and TVET institutions. The first loan focused on education was in support of the OECS TVET Project valued at \$13 mn. The project, approved in 1987, was a joint initiative with the World Bank (WB)<sup>11</sup> and the only education project approved up to 1993. Between 1993 and 2003, CDB approved 14 loans in support of education. This represented 14% of total loan approvals. Approximately 80% of the loans were in support of infrastructure: civil works, equipment and furniture.

1.03 CDB's current Education and Training Policy Strategy which was developed in 2006, describes education “as a critical enabler of social and economic development, and the fountain head for human capital formation, creating an ever expanding pool of productive Caribbean citizens with the knowledge, skills, attitudes and values necessary to lead purposeful and productive lives in an internationally competitive environment. CDB will therefore support interventions in education and training as critical to the achievement of national and regional goals for social and economic development”<sup>12</sup>.

---

<sup>10</sup> Draft Report of the CCYD, 2010. Page 4.

<sup>11</sup> This was the first International Development Association assisted TVET project in five of the OECS member countries (Dominica, Grenada, St. Kitts and Nevis, St. Lucia, and St. Vincent and the Grenadines). The project was approved by WB in 1987. Co-financing of the project was provided by CDB, which was also the Borrower and EA, and the Organisation of Petroleum Exporting Countries. Overall execution of the project and technical oversight of the sub-projects were performed by the Project Implementation Team, which was based at CDB. This was the first time that CDB implemented a project in the education sector.

<sup>12</sup> CDB Education and Training Policy Strategy, January 2006: Paragraph 4.02, Page 20.



1.04 The current Policy has four strategic actions that have guided the investment in education and training:

- (a) increasing and broadening equitable access to educational opportunity;
- (b) improved efficiency and effectiveness;
- (c) strengthening institutional capacity; and
- (d) enhancing technological capability<sup>13</sup>.

1.05 The current CDB strategy considers TVET in its role to create access to education and indicates that within the region, TVET capacity is limited. CDB commits its support for the expansion of skills development programmes and undertakes to encourage employers and educators to work together to develop relevant programmes, to encourage the development of modular offerings to permit greater access, to encourage industry experience for TVET students and the professional development of instructors.

1.06 CDB's TVET investment portfolio is comprised of 11 major projects with a portfolio value of approximately \$99 mn. The overall objective of the projects is to advance human resource capacity in the BMCs that would stimulate increased employment opportunities and contribute to economic growth and development. To this end, CDB has worked with BMCs to deliver programmes that emphasise skills development, expose residents to new technologies and encourage partnerships with industry. In addition, CDB has worked with BMCs to develop curricula and the capacity of their educators.

1.07 The projects have taken three distinct forms:

- (a) those focused on specific TVET development (T);
- (b) those focused on general education with a TVET component (G), and
- (c) those focused on the establishment or expansion of a technical institution (I).

1.08 Table 1.1 provides a summary of the TVET interventions financed by the Bank over the period 1990-2012 that were identified for inclusion in this evaluation. The Table contains an abbreviation for each project that denotes the type of project and its jurisdiction.

---

<sup>13</sup> Also reflected in the Draft Report of the CCYD, 2010. Paragraph 4.06, Page 21.

**TABLE 1.1: SELECTED CDB-FINANCED TVET INTERVENTIONS, 1990-2012**

Projects	Acronym	Amount Approved (\$'000)	Year Approved	Year Completed	Reference
OECS TVET Project	TOECS	2,800	1987	1995	PCR
Secondary Education Project, Barbados	GBDS	12,260	1996	2005	PSR
UTech Innovation Centre, Jamaica	IUTIC	2,900	1999	2002	PSR
Basic Education (2 <sup>nd</sup> Loan) Project, St. Lucia	GSLU	6,390	2000	2004	PSR
Trinidad and Tobago Institute of Technology	TTIT	7,538	2000	2005	PSR
Enhancement of Technical Vocational, Belize	TBZ	16,062	2001	2008	PCR
University of Technology Enhancement Project, Jamaica	IUTJA	25,868	2008	In progress	PSR
Technical and Vocational Education and Training Project, Haiti	THA	9,000	2008	In progress	PSR
Enhancement of Technical and Vocational Education and Training, Guyana	TGUY	7,500	2009	In progress	PSR
Education Enhancement Project, Dominica	GDOM	4,000	2009	In progress	PSR
Technical and Vocational Training Development Project, St. Vincent and the Grenadines	TSVG	5,000	2012	In progress	PSR
<b>Total</b>		<b>99,318</b>			

**Overview of Technical and Vocational Education and Training in the CARICOM Region**

1.09 While Caribbean countries have been providing technical and vocational education for decades, within the programmes of the general education system and TIs, the first comprehensive regional strategy was developed in 1990. CANTA has provided significant leadership in the implementation of the TVET strategy which has resulted in the establishment of National Training Agencies in most member countries and the development of the Caribbean Vocational Qualifications (CVQs). The regional focus has provided a framework for the development of technical and vocational education and supported the advancement of a single market economy.

1.10 In 2012, CANTA, with the support of the Canadian International Development Agency (CIDA) introduced a new Regional TVET Strategy (RTS) which was endorsed by CARICOM’s Council for Human and Social Development in May, 2013. The RTS offers a comprehensive treatment of the key issues that must be addressed, for TVET to move forward. The existing 1990 CARICOM TVET Strategy stated the need for a “new approach to TVET calling for an orientation toward science and technology to assist workers to adapt to the computerisation, mechanisation and automation transforming work and the work force”. While this remains valid today, it appears only as a backdrop of more fundamental issues of preparing workers with tangible skills to problem solve in an ever-changing world. The RTS outlines that this can be accomplished by offering a relevant education informed by industrial demands and labour market analysis.

1.11 The RTS also provides a number of regional challenges that are very useful in understanding the societal context and in guiding TVET development in the CARICOM Region:

- (a) The abundance of unskilled labour within the Community is the consequence of an exclusionary and elitist education system.
- (b) The Community is challenged by losing 80% of its tertiary level graduates to migration and the challenges to the Region are further compounded by the fact that between 2000 and 2010, the Region's member states together issued approximately 87,000 work permits, 75% of which went to extra-regional skilled persons.
- (c) Responding to the needs of the marketplace requires a shift from the traditional supply-side orientation of TVET to a demand side one.
- (d) CANTA, which has provided support for the development of TVET in the Region is resource poor and vulnerable to the vagaries of domestic politics. It will not be sustainable if it has to rely on ad hoc or 'core recurrent' funding; nor can individual countries support it fully from their already-strained budgets.
- (e) At the same time that the world has begun to realise the significant role that TVET has to play in the development of a competitive workforce, an equally daunting realisation has emerged that governments can no longer be expected to fund TVET to the levels required to meet the needs of the modern world of work.

1.12 The RTS which has grown from the experience of CARICOM educators over the last two decades, coupled with expertise which exists both within and beyond the Region, is focused on integrating TVET into General Education, further developing a regional professional development system, the use of data to guide workforce development, emphasising career guidance and counselling and guiding the financing of TVET education

1.13 The OECS has published an Education Sector Strategy designed to guide education initiatives from 2012 – 2021. The OECS Strategy<sup>14</sup> contains substantial reference to TVET and offers a vision of education that encompasses TVET in many ways. This includes supporting a two-tier system of TVET education that provides access for all learners, ensuring that there is adequate input from both education and the workforce, supporting the appropriate qualification of teachers, student centred learning that integrates the development of literacy and numeracy as part of workforce skill instruction, the monitoring of impact pathways and trajectories through data collection and the creation of sustainable funding mechanisms. This Strategy has specific outcomes with indicators that will be supported and monitored by the Education Development Management Unit of the OECS.

## **Conclusion**

1.14 It is clear that a global shift in TVET reform is underway and it is largely linked to the expectation of economic prosperity particularly in developing countries. It is inherent in discussions of reform, that resources and regional needs are diverse. However in all contexts, adult learners require systematic, analytically-constructed curricula anchored in meaningful experiences relevant to the workplace. It is the responsibility of governments, business partners, and educational institutions to recognise the need to set a firm foundation in current skills and competencies for the dynamic technological world.

---

<sup>14</sup> The OECS Strategy entitled: "*Every Learner Succeeds*" is based on several foundational documents including the Montego Bay Declaration on TVET which was the outcome of the joint Conference on TVET in March 2012, hosted by the University of the West Indies/United Nations Educational, Scientific and Cultural Organisation (UNESCO)

## **2. EVALUATION METHODOLOGY**

### **Objectives and Scope of the Evaluation**

2.01 MindBloom Consulting of Nova Scotia, Canada was contracted in October, 2014 to evaluate CDB's TVET interventions over the period 1990 to 2012. The objectives of this evaluation are to:

- (a) Take stock of regional and international evidence of effectiveness of TVET,
- (b) Examine and assess the actions taken by CDB,
- (c) Assess the performance of the intervention, and
- (d) Identify lessons of experience from CDB's support of TVET, and provide strategic, policy, administrative and operational recommendations to inform future interventions.

2.02 This report presents the key findings, issues and recommendations that emerge from the assessment of the TVET interventions financed by CDB. Chapters 1 and 2 provide the background, context and methodology for the evaluation; Chapter 3 focuses on international and regional accepted practices in technical and vocational education. Chapters 4 and 5 provide profiles and evaluation performance of the 11 projects assessed. Chapter 6 summarises the findings and conclusions of the evaluation. Chapter 7 describes lessons learned and Chapter 8 indicates the options for consideration by CDB and BMCs for the continued development of TVET. Chapter 9 lists the reference documents consulted in the evaluation.

### **Approach and Methodology**

2.03 A mixed-methods research approach was applied, using both quantitative and qualitative evaluation methods. Of primary importance to developing the context, past and expected/intended achievements were the historical and empirical data that were available in the form of the strategies, policies, appraisal reports, PSRs, PCRs, country strategies, curricula and departmental documents and flowcharts. This information provided the basis for the collection of further qualitative results data. Semi-structured, open-ended interview instruments were designed. Surveys and interviews were used to corroborate and investigate the trends emergent from existing data. Institutional observations were incorporated in the analysis.

2.04 Functional and classroom observations were conducted to assess the type of teaching that is practiced in those BMCs selected for field visits. The primary evaluation activities are provided below.

### **Missions to the Caribbean Development Bank**

2.05 The Evaluation Team conducted three visits to CDB in Barbados comprising an Inception Mission, a File Review Mission and a mission that included all members of the Evaluation Team to interview Bank Staff.

### **Document Review**

2.06 All available CDB documents for each of the 11 projects were reviewed.

### **Review of CDB-Supported TVET Projects**

2.07 The evaluation commenced with the selection of the 11 TVET projects which represented a combined value of \$99.3 mn (ranging from \$2.8 mn - OECS regional, to \$25.9 mn – UTJA). Table 2.1

shows the projects that were selected for inclusion in the evaluation and the abbreviation for each project that is used throughout the report. The projects selected all had components that were focused on advancing technical and vocational education. TVET projects that were approved in December 2014 for The Bahamas and Suriname were not included as they were approved after the start of the evaluation.<sup>15</sup>

**TABLE 2.1: PROJECTS EVALUATED**

<b>Projects</b>	<b>Project Type</b>
TOECS	TVET System
GBDS	General
UTIC	Institutional
GSLU	General
TTIT	Institutional
TBZ	TVET System
UTJA	Institutional
THA	TVET System
TGUY	TVET System
GDOM	General
TSVG	TVET System

2.08 The projects were grouped into three distinct forms: those focused on specific TVET development (T); those focused on general education with a TVET component (G), and those focused on the establishment or expansion of a technical institution (I). In order to ensure a thorough but efficient examination of the projects, four levels of review/investigation were developed and each project assigned to a level for evaluation. Table 2.2 summarises the four review levels and the assignment criteria.

2.09 Also taken into consideration in the categorisation of the projects were: the type of project, the age of the project and the likelihood of the project providing meaningful information for policy development. The type of TVET project was also taken into account such as: focus on TVET systemic change; general education project containing a TVET element(s); or stand-alone institutional intervention. It was agreed at project commencement that not all countries would be subject to missions which included extensive interviews and survey administration.

2.10 In addition, for Level 1 projects, site visits were taken and Employer and Graduate surveys administered. Level 2 projects included site visits and employer surveys. Level 3 and Level 4 projects were subject to desk reviews only.

2.11 Standardised surveys, interview guides and observation guides were developed and contact made with liaisons in the BMCs. Field visits were held in November 2014. Members of the evaluation team visited Belize, St. Lucia, Guyana and St. Vincent & the Grenadines. Information was assimilated and an interim report prepared in December of 2014.

---

<sup>15</sup> Implementation of both of these projects has not yet commenced as at April 30, 2015.

**TABLE 2.2: REVIEW OF TVET RELATED PROJECTS**

Level of Review	Review Activities	Projects Included	Rationale
Level 1	In depth document review including monthly country reports, site visits, interviews and surveys of graduates and employers, discussion with BMC and CDB personnel	TBZ	Recently completed project that involved the establishment of TIs. Opportunity to assess impact on students who have completed programs introduced through project.
		GSLU	Project that involved integrating TVET into general education at the secondary level. Opportunity to assess impact on students who have completed programmes introduced through project.
Level 2	In depth document review including monthly country reports, site visits, interviews and surveys of students and employers, discussion with BMC and CDB personnel	TGUY	Recent project that involved the establishment of TIs. Not as much student/graduate data available as the project is more recent than Belize.
		TSVG	Current project. Opportunity to use information gathered to make recommendations about current implementation.
Level 3	Document review of Country documents, Country Strategy, Poverty Assessment, Appraisal Report, PSRs and PCR	UTJA	Enhancement of post-secondary offerings in an existing polytechnic.
		GDOM	Current project that involves the introduction of TVET at the secondary level.
		GBDS	More general education project.
Level 4	Review of Appraisal Report, PSRs and PCR	TOECS	Unique, older project that involved other development agencies and spanned several countries.
		UTIC	Establishment of a purpose built centre on the UTech campus. Unique project
		TTIT	Enhancement of post-secondary offerings in an existing polytechnic
		THA	Unique project because of the earthquake in Haiti. Much of the existing infrastructure has been destroyed and the current project is establishing a system rather than providing an intervention. Further, CDB is planning an evaluation of its entire Haiti portfolio in the near future.

### Surveys

2.12 The primary purpose of the surveys was to complement the other data collection tools such as desk reviews, interviews and observations. The survey responses were not considered to represent statistically significant samples but rather were used in conjunction with other evidence to support the analysis. The Graduate Survey was developed from an existing survey of students used in other jurisdictions in the Region and modified to provide greater emphasis on TVET. The Employer Survey was modified from a LMI instrument provided by MOE, Belize<sup>16</sup>.

<sup>16</sup> The LMI survey instrument was provided to Regional Stakeholders through the C-EFE Programme. LMI Methods and Methodology. December 2013. A Survey instrument was developed from a modified sample of a survey used successfully in a recent project in Guyana where the mining sector was targeted for demand based LMI. C-EFE LMI Methods and Methodologies Tool Kit (December 2013).

2.13 Employer surveys were conducted in four BMCs. In Belize, names and contact information for businesses were obtained from the Ministry of Education, Youth and Sport. In St. Lucia and St. Vincent and the Grenadines, names and contact information for businesses were obtained from the Chambers of Commerce. In Guyana, the results of a Labour Market Survey (LMS) that was completed in 2013 were factored into the data analysis, in conjunction with a survey of employers in Regions 3 and 5 provided by the Director of the TVET Council.

2.14 The surveys were conducted electronically. A sample of employers were contacted by electronic mail and provided with the URL for the survey. A follow up email was sent to encourage participation; and this was followed up by telephone calls to boost participation.

2.15 Attempts were made to obtain contact information for graduates of TVET programmes in St. Lucia. Three names and telephone numbers were provided and two of the graduates were available for interviews.

2.16 Contact information (mostly telephone numbers) for graduates from four Information Technology Vocational Education and Training (ITVET) institutions in Belize was obtained from the Ministry of Education, Youth and Sport. Text messages were sent to a sample of graduates of the years 2008 to 2014 for two of the ITVETs with the URL address for the survey. Follow up telephone calls were conducted with those in the sample to encourage participation.

2.17 A summary of the survey population sizes and the responses is provided in Table 2.3. Two groups of graduates were contacted - the first group consisted of graduates from rural Belize; and the second group, with the poorer response, was from Belize City. The survey responses were triangulated with other sources of evidence throughout the evaluation.

2.18 The survey instrument that was used provided anonymity for participants. The Evaluation Team was not aware of the persons completing the surveys.

**TABLE 2.3: SUMMARY OF SURVEY RESPONSES**

<b>BMC</b>	<b>Population</b>	<b>Population Size</b>	<b>Responses Received</b>
St. Lucia	Employers	92	14
St. Vincent and the Grenadines	Employers	110	19
Belize	Employers	237	33
Guyana	Employers	20	6
Belize	Graduates 1	214	62
Belize	Graduates 2	653	36

### **Stakeholder Consultation and Observations**

2.19 Field visits were conducted in Belize, Guyana (2 visits), St. Lucia and St. Vincent and the Grenadines. The evaluators met with a total of 124 stakeholders in the four countries. These included government officials, students, lecturers, managers, graduates and employers.

### **Analysis**

2.20 CDB's PAS which was developed in 2013 was used to evaluate the design, implementation and impact of the 11 projects chosen. The PAS is consistent with the recommendation of the Working Group

on Evaluation Criteria and Ratings for Public Sector Evaluation of the Multilateral Development Bank Evaluation Cooperation Group. As indicated in Appendix 1, the PAS is based on a simple 4-point integer scale (1-4) and utilises the fundamental criteria and assessment principles that were applicable in the precursor PPES. The evaluation applied four core performance evaluation criteria – Relevance, Effectiveness, Efficiency and Sustainability which are scored and rated; and two of the complementary evaluation criteria defined in the PAS – Borrower/EA Performance and CDB Performance, which in accordance with the PAS are not scored but rated only.

- (a) **Relevance:** the adequacy of the problem assessment, opportunities and lessons at time of approval; consistency of the project's outputs, outcomes and impacts with BMC development priorities, CDB's strategy and programme for BMC and CDB's strategic objectives and corporate priorities; extent of stakeholders' ownership; appropriateness of modality and instrument and degree of coordination or complementarity with development partners.
- (b) **Effectiveness:** the degree to which the project outcomes as defined in the logical framework (results framework) have been achieved; the realism of the expected outcomes; the degree to which factors influencing implementation were managed and the influence of implementation processes on outcomes.
- (c) **Efficiency:** the degree to which project resources were maximised to achieve project outcomes, the appropriateness and justification of the resources used, the quality, timeliness and appropriate utilisation of project resources, efficiency of project staff and the degree to which outputs were achieved in the planned implementation period.
- (d) **Sustainability:** the availability and demand for project outputs, presence of policies and procedures to ensure continuation of project interventions, financial viability of operating entities created, adequacy of incentives for continued stakeholder participation, degree of political and other risks.
- (e) **Borrower/EA Performance:** level of BMC support for intervention, timeliness of meeting CP, timeliness of creation of the management mechanisms, timeliness of project administrative processes, accuracy of record keeping, effectiveness of project coordination.
- (f) **Bank Performance:** Quality of supervision, the degree to which implementation challenges were articulated and managed, effectiveness of time-bound problem solving and solution creativity, degree to which supervision reflects project risk and complexity.

2.21 Two additional rubrics were designed and applied in the evaluation of those projects where the required information was available, namely: (i) a trial impact assessment; and (ii) a comparative analysis of the projects' performance with accepted good practices.

2.22 The trial impact assessment was applied for GSLU, TBZ and TGUY where the evaluation team attempted to correlate project results with available outcome data, employment trends, and employer and graduate survey responses in order to assess discernible impact. The rubric designed to assess progress on key characteristics of effective TVET programmes and accepted good practices (data availability, funding, needs assessment, access, flexible learning, career counselling and qualification frameworks) was applied to six selected projects to assess how far along BMCs were in their development of TVET systems. The ratings of the two rubrics were not included in the overall assessment of the evaluation performance of the projects.



## **Validation**

2.23 An interim report and draft report were prepared for consideration. In addition, the Lead Consultant presented the evaluation findings to the Staff of CDB and coordinated a focus group discussion session to:

- (a) examine the findings and conclusions;
- (b) have more in-depth discussion of key issues raised in the draft report; and
- (c) obtain feedback on lessons learned and suggested future options.

## **Limitations of the Evaluation**

2.24 The Evaluation Team had expected CDB's Registry files to contain complete information about the projects. However, this was not the case and documentation was found to be dispersed in various places within CDB. Nevertheless, most of the documentation that was requested was provided. It should be noted that PCRs were not available for some of the earlier projects and that the last PSRs prepared for those projects were used as proxies to the PCRs.

2.25 Since completion of the projects, personnel changes occurred in Belize, Guyana and St. Lucia. As a result, not all of the people who had been directly involved in the projects were available. This limited the extent of information that could have been obtained through the interview process.

2.26 There were several limitations related to the surveys such as:

- (a) it was possible that the web-based survey instruments adversely affected the response rate and resulted in a bias towards those more comfortable with technology;
- (b) the survey response rates were, in some cases, very small and in all cases not sufficient samples to be statistically significant. As intended in the evaluation design, the results were limited to the triangulation with evidence from other sources;
- (c) the surveys were restricted to one IP address and, it was possible that one person could have completed the survey more than once using different computers; and
- (d) an objective was to survey a sample of graduates from SLU. However, despite numerous requests, this information was not provided. While additional interviews have been done, the lack of response from St. Lucia to the survey of graduates limits the evidence that is provided in this evaluation.

2.27 Despite the above limitations, the Evaluation Team is confident that, based on the evidence obtained and analysed, the conclusions derived in this evaluation are valid and reliable.

### **3. ACCEPTED GOOD PRACTICES IN TECHNICAL AND VOCATIONAL EDUCATION**

3.01 TVET is changing globally with skilled trades-people in high demand worldwide<sup>17</sup>. Nearly two-thirds of the job openings in the United States of America (USA) will require some level of college preparation. A skills shortage has been projected due to the underestimation of the growth areas of the economy. Based on these predictions, the President of the USA has set an objective of providing every citizen with the opportunity for at least one year of post-secondary education.<sup>18</sup>

3.02 The highly successful individuals who are, and will be, in demand are not merely being trained in a specific skill set. They are educated people with a strong foundation in transferrable competencies that afford them the ability to adapt and change based on the landscape of challenges they face. Historically, an individual who was ‘trained’ for a specific vocation could expect that the training would be adequate for his or her entire career. In this era, skilled trades workers are expected to adapt their skills to changing workforce demands on a daily basis.

3.03 Key organisations, both international and regional have called for a greater emphasis on technical and vocational education. In 2009, UNESCO approved a TVET strategy that outlined the importance of technical and vocational education to economic development:

“In a globalised world, education and training, as part of a process of life-long learning, are central to reducing poverty and significantly increase the likelihood of finding decent work or of generating income through self-employment. In the current macroeconomic and financial environment, investment in TVET is therefore an instrument to accelerate and sustain economic recovery.”<sup>19</sup>

3.04 In 2014, 20 OECD countries were surveyed to determine the number of persons with “short-cycle professional education” as their highest qualification, and the level of responsiveness of the countries to their labour market needs.<sup>20</sup> Seven of the ten countries included in the study had the highest concentration of people with this “short-cycle professional education.” This indicated that technical and vocational programmes, which are included in this “short-cycle” grouping are very valuable to these countries’ economies.<sup>21</sup>

3.05 Vocational educational systems in most countries of the world are founded on tenets of training originating in the industrial era. Now that current economies have moved into the information era or digital era, it is incumbent on all systems to revise and reform to reflect current needs and social/economic realities. That said, higher literacy and numeracy achievement levels are essential to student success in higher education, be it through TVET or a post-secondary education track. To accomplish this, secondary students must engage in project-based learning opportunities that integrate subject areas for the purpose of creating meaningful learning experiences. Many secondary age students who have disengaged from academic learning models have found success through TVET learning.<sup>22</sup> Integration of core subject matter for the purpose of developing higher achievement levels in literacy and numeracy is arguably an essential foundation to TVET programmes.<sup>23</sup>

---

<sup>17</sup> Katz & Margo, 2013

<sup>18</sup> Carnevale et.al. (2010)

<sup>19</sup> UNESCO TVET Strategy (2010-2015), Page 1.

<sup>20</sup> OECD Report: “Skills Beyond School Synthesis, 2014”, Page 12.

<sup>21</sup> OECD Report: “Skills Beyond School Synthesis”, 2014. Page 12

<sup>22</sup> Buck, 2014

<sup>23</sup> Wheater, Burge, Sewell, Sizmur, Worth, & Williams, 2013

3.06 There is an established theory of learning (i.e. learn by doing)<sup>24</sup> that has been long held as the foundation for vocational training and skilled trades and technology education programmes worldwide. Students have been found to experience meaningful learning<sup>25</sup> by engaging real world problems; interacting with them, manipulating them, testing them, and evaluating the results of that interaction.<sup>26</sup> Furthermore deep retentive learning happens when students' learning is situated in authentic contexts.<sup>27</sup> TVET has a long history of creating hands-on learning opportunities. However, in a changing world, training in a specific skill set is not adequate. A strong foundation in critical thinking around the practice of technical problem solving is increasingly necessary.<sup>28</sup>

### **Skills and Competencies for Lifelong Learning**

3.07 The rapid advance of both content and process knowledge requires that a student not only learns quickly but embraces the notion of lifelong learning. This predisposition to continue learning requires a unique attitude and foundational skills and competencies. Predictably, it is no longer acceptable or practical to impart only content knowledge to students as much of that knowledge will be obsolete in a decade or less. Self-directed inquiry is a skill set that will best prepare learners for the future and a career that will span their adult lifetime<sup>29</sup>.

3.08 Foundational skills and competencies in areas of critical thinking and problem solving, creativity and innovation, collaboration, communication, character, ethical citizenship, and digital technologies are arguably essential to the success of educational programs<sup>30</sup>. TVET programmes must be built on a foundation of transferable skills and competencies in order to develop a competitive workforce. The International Technology and Engineering Educators Association promotes the notion that technological literacy (and technical literacy) enables people to develop knowledge about human innovation in action. As technological needs change globally, all citizens must be technologically literate so they can be active members in decision making processes to solve complex problems<sup>31</sup>.

### **Twenty-First Century Skills and Competencies**

3.09 Worldwide, developed and developing countries have taken a particular interest in 21<sup>st</sup> Century Skills and Competencies for public education<sup>32</sup>. While global economies have long held that all learners must have a foundation in literacy and numeracy, those skills are no longer enough in a changing world. All learners at all levels of education in all programmes of education need a strong foundation in 21<sup>st</sup> century skills and competencies.

### **Critical Thinking and Problem Solving**

3.10 Students must be able to use critical inquiry to solve problems, make decisions, process and rationalise large amounts of information. The current era demands people with the ability to solve problems through: identifying, analysing, formulating and evaluating creative solutions while working within a team.

---

<sup>24</sup> John Dewey (1980)

<sup>25</sup> Ausubel, 1985

<sup>26</sup> Kolb and Fry, 1974

<sup>27</sup> Brown, Collins and Duguid, 1989

<sup>28</sup> Young, 2002

<sup>29</sup> Pilling-Cormick, and Garrison, 2013

<sup>30</sup> Hartman, Moskal, and Dziuban, 2005

<sup>31</sup> Technology for All Americans, 2003

<sup>32</sup> C21, 2012; Partnership for 21<sup>st</sup> Century Skills; 2013; Trilling and Fidel, 2009

### Creativity, Innovation, and Entrepreneurship

3.11 Students need the capacity to create and change knowledge using innovative and entrepreneurial strategies to solve complex problems and create new products that suit the needs of their communities. For success in school, work, and life, people must be able to adapt, generate new ideas, theories, products, and knowledge.

### Collaboration and Communication

3.12 Interpersonal skills and human interactions in the digital era are more complicated and sophisticated than in the industrial era. Education is based largely on the industrial era, which didn't allow for the capacity for the issues associated with collaborating across cultures and borders, or the advent of social media - using a variety of technological advancements to communicate.

### Character

3.13 Strength of character and highly developed interpersonal traits are demands of current learners. They must develop skills in life-long learning, responsibility, accountability, self-directedness, tolerance, productivity, and mental and physical well-being.

### Ethical Citizenship

3.14 Students must have the capacity to appreciate cultural and social diversity, the dependence of economic systems on the natural environment, and the global and local consequences of interaction with those systems.

### Digital Technologies

3.15 People who can use digital technologies to advance their skill development in the other competencies listed above will be better equipped for lifelong learning and human interaction in a global economy.

### **Pedagogy versus Andragogy**

3.16 Pedagogical strategies apply at all age levels. However, the adult learner uses a different set of strategies to learn, known as andragogy (the theory of adult learning). It should be noted that a clear understanding of the principles of andragogy are essential in delivering a successful TVET programme<sup>33</sup>. Pedagogy supports the theory of the learner being almost entirely dependent on a teacher for what needs to be learned and the assessment of that learning.

3.17 Conversely, andragogy supports the psychological and inherent need of an adult to be self-directed, although they may be dependent in certain situations that will best support their need to establish knowledge for the next stage of independent learning. Successful educational programmes that recognise this need will experience high levels of learning and competency among senior adolescent and adult learners<sup>34</sup>.

---

<sup>33</sup> Collins, 1998

<sup>34</sup> Knowles, 1970

3.18 The principles of Andragogy<sup>35</sup> are:

- (a) *Motivation*. Adult learners are self-directed and independent. They are no longer passive recipients of knowledge as dependent personalities. They need to be presented with opportunities to express their independence with guidance;
- (b) *Meaning*. All learners at all levels must experience meaning for their learning to be authentic. However, adult learners require that their learning is relevant for them as individuals;
- (c) *Life Experience*. As individuals grow and develop, they obtain a wealth of knowledge from the experience of living. This life experience becomes part of the learning and teaching relationship when students engage in meaningful education;
- (d) *Goal Oriented*. When adult learners are presented with a problem to solve, they are highly motivated to learn a skill for the purpose of reaching a goal. This goal oriented learning pattern is the key to integrating core subjects in real life applications through problem solving activities;
- (e) *Practical*. Adult learners expect their learning to apply to life and work. Clearly identified learning outcomes and objectives helps to reinforce application; and
- (f) *Respect*. Adult learners need to feel respected through encouragement, reasoning, and appropriate feedback.

#### **Characteristics of Effective TVET Systems<sup>36</sup>**

3.19 The key characteristics of effective vocational systems are:

- (a) there are mechanisms in place to ensure that the mix of programmes corresponds to the needs of the labour market;
- (b) adequate literacy and numeracy components are built into the programmes;
- (c) programmes offer opportunities for all and minimise dropout;
- (d) flexible modes of study are offered;
- (e) there is clear articulation within the education system so that students can identify pathways that lead to professional qualification;
- (f) work-based learning is systematically integrated into all programmes;
- (g) the teaching workforce offers a balance of teaching skills and current industry knowledge and experience; and
- (h) well-developed qualification frameworks that include competency based approaches.

3.20 Appendix 2 provides examples of integrated TVET systems and Table 3.1 presents the parameters, supporting conditions and characteristics which were used to develop a series of indicators that were applied in this evaluation.

---

<sup>35</sup> Lieb and Goodlad, 2005

<sup>36</sup> Skills Beyond School Synthesis Report (2014)

**TABLE 3.1: OECD CHARACTERISTICS OF SUCCESSFUL TVET PROGRAMMES<sup>37</sup>**

Area	Characteristics /Supporting Conditions	Possible Indicators (IAG-TVET)
<b>Overarching Supporting Condition:</b> Strong data on vocational programmes, including information on vocational programmes in international categorisations and labour market outcomes		
<b>Finance</b>	Consistent funding arrangements so that choices are not distorted by the availability of funds (supporting)	TVET spending; TVET spending/student; % companies providing apprenticeship and other types of training; % apprenticeship and other types of training spending in labour cost.
<b>Relevance</b>	Mechanisms in place to ensure that the mix of programmes corresponds to labour market needs. Programmes that are developed in partnership and involving government, employers and trade unions (supporting)	Employment rate; unemployment rate; employment by sector; employment by occupation; employment by gender; literacy rate; informal employment rate; time-related unemployment rate; working poverty rate; average real earnings; number of vacant jobs; net job creation; youth outside labour force; and discouraged workers.
<b>Quality and Innovation</b>	Adequate literacy and numeracy components built into programmes	
	The teaching workforce offers a balance of teaching skills and current industry knowledge and experience	Student/teacher ratio in TVET and in general programmes; Completion rate in TVET programmes and in general programmes; % of qualified teachers in TVET and in general programmes; investment in training of teachers and trainers; relevance of quality assurance systems for TVET providers; utilisation of acquired skills at the workplace; % of information and communication technologies training activities in TVET; and Satisfaction of employers with TVET graduates.
	Well-developed qualification frameworks that include competency based approaches	
<b>Access</b>	Programmes offer opportunities for all and minimise dropout	Enrolment in TVET/Enrolment in the formal education system; Enrolment by type of TVET programme; Typology of Admission Policies to formal school-based TVET; Equity; Unsatisfied Demand for TVET; apprentices completing registered programmes/total apprentices starting registered programmes.
	Flexible modes of study are offered	
	Effective, accessible, independent, proactive career guidance, backed by robust supporting career information	
	There is clear articulation within the education system so that students can identify pathways that lead to professional qualification	Transition paths from upper secondary TVET education; Work-based learning participation rate; Policies on articulation with schooling/ higher education
	Work-based learning is systematically integrated into all programmes	Work-based learning participation rate

<sup>37</sup> An inter-agency group on TVET (“the Group”) comprising UNESCO, OECD, WB, the ILO, the European Commission (EC), the European Training Foundation (ETF) and the Asian Development Bank (ADB) was formed in 2011. The Group’s purpose is to assist with the coordination of TVET initiatives. In April 2012, the Group published a document entitled “Proposed Indicators for Assessing TVET”.

3.21 Supporting conditions that “underpin TVET” are:

- (a) programmes that are developed in partnership and involving government, employers and trade unions;
- (b) effective, accessible, independent, proactive career guidance, backed by solid career information;
- (c) strong data on vocational programmes, including information on vocational programmes in international categorisations and labour market outcomes, and
- (d) consistent funding arrangements so that choices are not distorted by the availability of funds.

### **Evaluation of Regional TVET Policies**

3.22 The 2012 RTS anticipates the overarching supporting condition of evidence-based decision making by: (i) emphasising the importance of collecting LMI; and (ii) encouraging the use of LMI to guide programme development.

3.23 The National Training Agencies (NTAs) are tasked with the collection and coordination of data with CANTA serving as the repository. While RTS contains a detailed implementation plan and implementation timeline, it does not contain a results framework with outcome indicators to measure the success of implementation. RTS calls for the prioritisation of TVET programmes within governments to ensure adequate and sustainable funding. It also encourages the establishment of public private partnerships to support TVET and to establish Centres of Excellence.

3.24 RTS is silent on the introduction of relevant curriculum developed through consultation with industry and does not highlight the importance of literacy and numeracy components to the quality of the curriculum. It does, however, call for curriculum development for Instructors and Assessors and for the establishment of professional development programmes for Instructors and Assessors that are based on “approved occupational standards and CVQs that are modularised; flexible; competency-based; and that promote adult learning.”<sup>38</sup>

3.25 RTS contains a qualification framework that shows how the various levels of education contribute to progressive TVET and to provide the opportunity for students to identify educational pathways. It also calls for TVET to be integrated with General Education to increase access. The importance of Career Guidance and Counselling is emphasised through the development of standards for Guidance Counsellors and the provision of career guidance services for students and members of the workforce. CCYS also recommends the introduction of prior learning assessment and recommends the introduction of Workforce Assessment Centres.

3.26 Although not considered a condition of the OECS and IAG programmes, the Strategy recommends significant “promotion, marketing and advocacy of TVET”<sup>39</sup>. Further, the Evaluation Team believe that credentialing in combination with communication is essential. In addition, while promotional communication is important for the profile of TVET, there is also an important role for the communication to stakeholders in establishing such credentialing and appropriateness of facilities to meet requirements of credentialing. The institutions which the Evaluation Team visited in Guyana, for example, may be well

---

<sup>38</sup> CARICOM TVET Strategy (CCTS) Page 3

<sup>39</sup> CARICOM TVET Strategy (CCTS) Page 2

suited for CVQs or National Vocational Qualifications (NVQs). However, stakeholders within that country appear to be uncertain about how to ensure the programmes being offered qualify for such standings – a communication strategy for accrediting institutions is essential.

3.27 The RTS could be enhanced by the establishment of a detailed “Programme Qualification” process that stakeholders can use to ensure their programmes are CVQ or NVQ ready. It is also essential that the Programme Qualification process be clearly communicated and involves all operational levels – school, institute, TVET Council and MOE. The Programme Qualification process, as communicated, will ensure that the institutions are ready upon programme inception. Furthermore, the term “Centre of Excellence” should be used only for those institutions where the upper level CVQs are offered, since several other institutions including secondary schools and Tis may only offer the lower levels of CVQ.

3.28 In addition, the RTS states that “one of the features of TVET programming that underpins skill development is its use of competency-based curricula and learner-centred methodologies. TVET programming must provide students with an array of opportunities to intersect with industry including internships and cooperative work experiences and mentorships. It must be modularised so that it can be flexibly delivered to the many varied clients of TVET, including existing workers. In today’s context, TVET clients are not just school and college students; they are the burgeoning population of workers and unemployed persons, male and female, a large percentage of whom have not passed through secondary school, who need training, re-training, up-skilling and certification. TVET also needs to engage the female population differently, ensuring that the training choices they make are informed and lead to careers that offer decent wages to sustain livelihoods, especially for sole support parents”<sup>40</sup>.

3.29 The RTS also states that “TVET needs to be re-branded in terms of its being an excellent tertiary education option providing the knowledge and skills needed in the workforce with a greater likelihood of leading to related employment and excellent earning opportunities. The more a ‘culture of certification’ is strengthened, the more appealing TVET becomes.”<sup>41</sup>

3.30 Even though in most Caribbean countries students can take both academic and technical subjects, the education system inadvertently discourages participation in TVET through the scheduling of TVET courses at the same time as traditional academic subjects and through the requirement for certain courses in English and Mathematics for university entrance. Further, articulation between TVET programmes and college or university programmes is not yet fully developed. As a result, TVET students are disadvantaged, or perceived to be, if they wish to study further. According to an experienced Caribbean Secondary Education Certificate (CSEC) scorer, the TVET examinations are approximately 80% theoretical and 20% practical; a decided mismatch considering the nature of technical education. “The CVQs were established with the intention of moving towards a standardised certification-system that would promote the free movement of skilled and qualified workers across the Caribbean. In large part, this has not yet come about. As of 2011, only 5,135 CVQs had been issued: 2,872 in schools and 2,263 in the workplace. A CVQ framework has been established as the basis of an articulation and accreditation system that would allow seamless transfer for students between one institutional system and another; however it is neither widely known nor implemented.”<sup>42</sup>

3.31 The RTS notes that “with the exception of the recent establishment of Workforce Assessment Centres in Trinidad and Tobago, very little has been done in a systematic way in the Caribbean to integrate Career Guidance services into the educational system. While there are isolated instances of exemplary

---

<sup>40</sup> CARICOM TVET Strategy (CCTS) Page 6

<sup>41</sup> CARICOM TVET Strategy (CCTS) Page 6

<sup>42</sup> CARICOM TVET Strategy (CCTS) Page 11 - 12



practices in particular institutions, these are ad hoc and as such not sustainable. Where there are counsellors, many are untrained, unqualified and ill-suited for the job”<sup>43</sup>.

3.32 The OECS Education Sector Strategy 2012 – 2021 (OECS ESS) positions TVET as a programme that will assist with the reduction of poverty through the provision of education for all. It recommends that opportunities be created for increased involvement of the private sector in education which is certainly a characteristic of successful TVET programmes. It is expected that member countries would develop demand driven education systems.

3.33 The OECS ESS provides KPIs and has outlined two for TVET: (i) percentage increase in *relevant* TVET programmes endorsed by employers and Government; and (ii) increase in number and share of students participating in TVET programmes.

3.34 One assumes that the word “*relevant*” in this context refers to programmes that will provide graduates with employment options and opportunities. This is important and is certainly a recognised characteristic of strong TVET programmes. However, another element is *relevance* in terms of curriculum development. Strong TVET programmes integrate technology as problem solving early in public education. This tends to break down the notion that technology and vocational pursuits are non-academic; a challenge that often drives the divide in subject scheduling that result in academic and technical courses being offered in the same timeslots. Some countries in the Region are exposing secondary students to TVET by scheduling regular sessions at TIs while others have integrated TVET into the early secondary curriculum. This, and even earlier introduction at the primary level is a curriculum enhancement that promotes technical thought and introduces TVET pathways at a relatively low cost.

3.35 The OECS Strategy describes the real challenge for TVET “as securing its position as a valued and important part of the curriculum for all learners.” The strategic objective to “provide introductory technical and vocational related experiences for students at the primary level” is very progressive. However, this process entails not only the introduction of TVET courses but also the integration of TVET thinking with the goal of having all graduates possessing problem solving skills. This approach requires integration of materials and processes within the curriculum and has been successful where resources are limited.<sup>44</sup>

3.36 The OECS ESS confirms the role of CANTA, the CVQ’s and the NTAs which provides an important foundation for the delivery of successful TVET programming.

3.37 The objective of having a Qualifications Framework that “enables learners to move seamlessly between vocational and academic qualifications”<sup>45</sup> has been difficult to achieve in most countries of the world because of early streaming practices i.e. students with academic challenges have often been funnelled into manual training programmes. When a student is labelled in the typical system, it is very difficult for them to return to the academic system. Appendix 1 provides three international examples of integrated systems.

---

<sup>43</sup> CARICOM TVET Strategy (CCTS) Page 17

<sup>44</sup> For example, students in younger grades can be writing letters to politicians about the potential value of solar energy. In this example, language arts, social studies, science and technology play a role in the “assignment”. While this approach takes coordination within the curriculum, this modular approach to the teaching of technology has enjoyed success in schools where resources are limited.

<sup>45</sup> OECS ESS 2012 – 2021 (OECS ESS) Page 14.

- 3.38 Both the RTS and the OECS ESS are silent on three important aspects of TVET systems:
- (a) Creating opportunities for all learners includes promoting technical careers for women,
  - (b) Creating opportunity for all learners includes providing access through financial assistance and support such as childcare and flexible scheduling, and
  - (c) The sharing of human resources (coordinated professional development and upgrading of assessors) among countries in the Region will enable greater success. This has been demonstrated through the use of NTAs for the professional development of assessors and verifiers, but it will also likely be necessary to ensure a critical mass of instructors for the highest levels of the CVQs.

3.39 In summary, these RTS and OECS ESS are excellent foundation documents for the advancement of TVET in the Region and demonstrate a strong will among both policy makers and practitioners to advance education for employment. More specific guidance from both agencies on moving from vision to practice will serve member countries well. Having key performance indicators, such as those contained in the OECS ESS enable countries to monitor their progress and adjust implementation to best suit their needs on a timely basis. Additionally, outlining the importance of promoting technical careers for women, creating opportunity for all learners and the sharing of human resources among countries in the Region would strengthen the Strategies.

#### **4. PROJECT BACKGROUNDS AND DESCRIPTIONS**

4.01 This chapter provides the background, context and description for each of the eleven projects that were evaluated. The projects are listed in chronological order based on when the loans were approved by CDB.

##### **OECS TVET Project**

4.02 The project was designed to improve the quality and number of trained manpower in TVET in five of the OECS member states - the Commonwealth of Dominica, Grenada, St. Kitts and Nevis, St. Lucia, and St. Vincent and the Grenadines, by seeking to<sup>46</sup>:

- (a) improve the quality of facilities and instruction;
- (b) expand training capacity, and
- (c) enhance management of the education sector.

4.03 The planned outputs<sup>47</sup> from the project were:

- (a) construction and equipping of six multi-purpose training centres in all countries except Dominica (each centre offering between 8 to 12 workshops);
- (b) limited renovation of eight senior and junior secondary schools in Dominica; and limited renovation and extension of six projects associated with the community colleges;

---

<sup>46</sup> WB Implementation Completion Report (ICR) Report No. 14404, April 1995: Part I – Project Implementation Assessment.

<sup>47</sup> WB Implementation Completion Report Report No. 14404, April 1995: Part I – Project Implementation Assessment.

- (c) construction/reconstruction of two facilities in SVG providing specialties in one vocational area, the purchase of related furniture and equipment for each supported or assisted project school, and an initial stock of consumable supplies/spare parts to be used in equipment maintenance and in repair service programs;
- (d) a programme of regional and extra-regional training for TVET instructors, supervisors and maintenance technicians was offered to 87 persons;
- (e) a Labour Market Information System (LMIS) with cross regional linkages; and
- (f) a Regional Training Board (RTB) to explore region wide standardisation of curricula, course syllabi, institutional management policies, and planning procedures; and conduct feasibility studies on cost saving/cost recovery measures in the education sector in all beneficiary countries.

4.04 While the project was a cooperative effort between the BMCs and three development partners, CDB was selected to manage the project with support coming from a project manager in each country. Table 4.1 provides a summary of basic project data for the TOECS and Appendix 3 provides a summary of the planned and actual project costs.

**TABLE 4.1: SUMMARY LOAN PROFILE – TOECS**

Item	Appraisal Estimate <sup>1/</sup>	Actual <sup>2/</sup>	Variance
<b>CDB Loan Amount (\$)</b>	2,800,000	2,800,000	0
<b>Other Development Partners (\$)</b>	8,500,000	8,797,000	297,000
<b>Counterpart Funds (\$)</b>	1,700,000	4,359,000	2,659,000
<b>Loan Agreement Signed</b>	May 11, 1987	May 11, 1987	0
<b>CP Met</b>	December 03,1987	December 03,1987	0
<b>TDD</b>	December 20,1993	February 13, 1995	14 Months
<b>Borrower/EA</b>	Ministries of Education		

<sup>1/</sup> PSR and Registry Files <sup>2/</sup> PCR

4.05 It was anticipated that at the end of the project each country would have a NTA and that the NTAs would collaborate to form the RTB. This would enable the appropriate level of employer input into TVET pedagogy. Furthermore, it was envisioned that each country would have conducted its own LMS which would help to determine what programmes should be delivered.

### **Secondary Education Project - Barbados**

4.06 The objective<sup>48</sup> of the project was to improve educational achievement levels by enhancing the capacity of the Government of Barbados (GOBD) to deliver secondary education at least cost by using available resources, including the partly completed structure at the St. Thomas Secondary School later renamed the Lester Vaughn Secondary School (LVSS). The planned outputs<sup>49</sup> were:

- (a) complete construction and furnish LVSS;
- (b) relocate students from St. Leonards Secondary Girls' School (SLGS) to LVSS;

<sup>48</sup> Appraisal Report Paper BD102/95

<sup>49</sup> PSR 2001

- (c) rehabilitate the facility formerly occupied by both SLGS and the St. Leonards Boys Secondary School (SLBS) to house SLBS; and
- (d) enhance the quality of education services in general through teacher training in specialist areas including Information Technology, development of local reading material for the primary level, testing of primary level students for physical and other (limited) impediments to learning.

4.07 The Quality Enhancement Component of the project included providing professional development for teachers in specific TVET skills.<sup>50</sup> Table 4.2 provides a summary of basic data for the project.

**TABLE 4.2: SUMMARY LOAN PROFILE – GBDS**

Item	Appraisal Estimate <sup>1/</sup>	Actual <sup>2/</sup>	Variance
<b>CDB Loan Amount (\$)</b>	12,260,000	7,928,000	(4,332,000)
<b>Counterpart Funds (\$)</b>	7,522,000	10,506,000	2,984,000
<b>Loan Agreement Signed:</b>	February 22, 1996	June 21, 1996	4 months
<b>CP Met</b>	June 21, 1996	June 21, 1996	0
<b>TDD</b>	December 31, 2000	October 31, 2004	46 Months
<b>Borrower/EA</b>	Ministry of Education		

<sup>1/</sup> PSR <sup>2/</sup> PSR

**UTECH Jamaica Innovation Centre (UTIC)**

4.08 The objectives<sup>51</sup> of the project were:

- (a) foster the development of start-up technology companies;
- (b) promote increased entrepreneurship in UTech and Jamaica; and
- (c) develop linkages between UTech and the Jamaican industry.

4.09 The planned outputs<sup>52</sup> were the construction, furnishing and equipping of a single-storey reinforced concrete building to house a technology innovation centre at UTech. Table 4.3 provides a summary of basic project data for UTIC

**TABLE 4.3: SUMMARY LOAN PROFILE – UTIC**

Item	Appraisal Estimate <sup>1/</sup>	Actual <sup>2/</sup>	Variance
<b>Loan Amount CDB (\$)</b>	2,900,000	2,485,000	(415,000)
<b>Loan Amount CIDA (\$)</b>	1,700,000	1,700,000	0
<b>Counterpart Funds (\$)</b>	295,000	295,000	0
<b>Loan Agreement Signed:</b>	August 11, 1999	August 11, 1999	0
<b>CP Met</b>	November 15, 1999	March 13, 2000	4 Months
<b>TDD</b>	January 31, 2003	January 31, 2003	0
<b>Borrower/EA:</b>	UTech, Jamaica		

<sup>1/</sup> PSR <sup>2/</sup> PSR

<sup>50</sup> PSR 2000

<sup>51</sup> PSR 2000

<sup>52</sup> PSR 2000

**Basic Education (Second Loan) - St. Lucia (GSLU)**

4.10 The objectives<sup>53</sup> of the project were to:

- (a) increase access, quality and efficiency of primary education through the elimination of the double shift system; and
- (b) improve the quality of education at the senior primary level by the provision of upgraded facilities. This project provided for the construction of a primary school at Union to eliminate overcrowding and the shift system in Castries; the construction of a Senior Primary School at Ciceron to replace the Rock Hall School; and an extension to the Vieux Fort Senior Primary School to allow for an improved quality of education for children of secondary school age.

4.11 The aspect of this project that is most relevant to this evaluation is the improvement of the quality of education at the senior primary level through the provision of upgraded facilities. While this project was focused on infrastructure only, it was operated in conjunction with a STABEX funded project that focused on the advancement of TVET through the provision of equipment, furniture, instructional materials, curriculum development and the professional development of teachers.<sup>54</sup>

4.12 The planned outputs<sup>55</sup> were:

- (a) New primary school in Castries constructed, furnished and equipped;
- (b) Rock Hall Senior Primary School relocated in new facilities at Ciceron; and
- (c) Vieux Fort Senior Primary facilities upgraded and expanded.

4.13 Table 4.4 provides a summary of basic project data for the Basic Education (2<sup>nd</sup>) Loan- St. Lucia and Appendix 4 provides a summary of the projected and actual project costs.

**TABLE 4.4: SUMMARY LOAN PROFILE – GSLU**

Item	Appraisal Estimate <sup>1/</sup>	Actual <sup>2/</sup>	Variance
<b>Loan Amount (\$)</b>	6,390,000	6,390,000	0
<b>Counterpart Funds (\$)</b>	1,998,000	2,740,000	742,000
<b>Loan Agreement Signed:</b>	June 5, 2000	June 5, 2000	0
<b>CP Met</b>	May 9, 2000	November 14, 2000	6.3 Months
<b>TDD</b>	September 30, 2003	April 14, 2004	6.5 Months
<b>Borrower/EA:</b>	Ministry of Education, Human Resource Development, Youth and Sports		

<sup>1/</sup> PSR    <sup>2/</sup> PCR

**Trinidad and Tobago Institute of Technology**

4.14 The development and exploration of the natural resources of Trinidad and Tobago have attracted foreign investment since the early 1960s, resulting in rapid growth and development of the industrial sector. A major objective of the country’s leaders is to remain on the cutting edge by utilising the best available technology to comply with international standards of quality, efficiency and safety. Labour market needs-

<sup>53</sup> PSR 2000 Page 1

<sup>54</sup> Appraisal Report Paper BD 108/99: Paragraph 2.11, Page 4; Paragraph 3.01, Page 7; Paragraph 3.03 ©, Page 9; and Appendix 2.3 (a) and (b).

<sup>55</sup> Ex-Post Evaluation Report, August 2007 Page 8

assessments indicated a demand to increase personnel trained at the level of technologist to fill existing gaps between the professional engineer and technician/journeyman levels. Since 1977, the Government of Trinidad and Tobago, recognising the financial and technical limitations of existing training institutions, has partnered with a number of large international companies in the energy sector to address their concerns through the formation of the National Energy Skills Centre (NESC).

4.15 The objective<sup>56</sup> of the project was the enhancement of the capability of the Trinidad and Tobago Human Resource Development (HRD) system to develop a highly skilled human resource base to meet technical and managerial needs of the industrial sector at the intermediate and upper levels.

4.16 The planned output<sup>57</sup> of the project was the establishment of the Trinidad and Tobago Institute of Technology (TTIT). Table 4.5 provides a summary of basic project data for TTIT.

**TABLE 4.5: SUMMARY LOAN PROFILE – TTIT**

Item	Appraisal Estimate <sup>1/</sup>	Actual <sup>2/</sup>	Variance
<b>CDB Loan Amount (\$)</b>	7,538,000	7,538,000	0
<b>IDB Loan Amount (\$)</b>	1,600,000	10	(1,599,990)
<b>Counterpart Funds (\$)</b>			
NESC	5,028,000	5,028,000	0
GOTT	4,500,000	6,100,010	1,600,010
<b>Loan Agreement Signed:</b>	November 7, 2000	November 7, 2000	
<b>CP Met</b>	September 15, 2000	January 1, 2001	3.6 Months
<b>TDD</b>	March 31, 2001	September 30, 2005	54.8 Months
<b>Borrower/EA:</b>	National Energy Skills Centre		

<sup>1/</sup> PSR <sup>2/</sup> PSR

4.17 A major cross-cutting theme considered was an Environmental Impact Assessment. The project was implemented at a site that had already been developed and used for manufacturing operations. The Project Appraisal Report noted all waste was to be dealt with in accordance with Trinidad and Tobago requirements, reusing and recycling equipment and materials where possible. Waste water recycling plans included using rain water for gardening and fire water storage.

#### **Enhancement of Technical and Vocational Education - Belize**

4.18 The Belize Education Sector Strategy for 1999-2003 identified a need for a focused TVET initiative. The project was designed<sup>58</sup> to fulfil a need to:

- (a) provide more cohesion and rationalisation within the TVET sub-sector;
- (b) ensure that TVET programmes provide occupational competencies which are suitable and relevant to the local labour market;
- (c) facilitate and support the introduction of new and emerging technologies; and
- (d) act as a catalyst for new investment.

<sup>56</sup> Appraisal Report BD Paper 60/00: Paragraph 3.02, Page 10.

<sup>57</sup> PSR 2000 Page 1

<sup>58</sup> Appraisal Report BD Paper 86/00 Paragraph 3.01, Page 14

4.19 The Appraisal Report for the project cited that at the time of Appraisal, only 38.3% of the total population of 13-17 year olds remained in the public school system and a total of only 1,600 students were distributed across all tertiary schools. Further it noted that 85% of the unemployed had no occupational training.<sup>59</sup> A baseline study conducted in 1999 concluded that “TVET programmes lack focus and resources.”<sup>60</sup> Furthermore, “management and coordination of the education system was ineffective, highly centralised with central control and decision making, poor communication and a lack of community input.”<sup>61</sup> The model of TVET training was described as being based on supplying industry rather than sampling industry needs. While a plan existed to form a National Training Council in accordance with CARICOM standards, there was an overall lack of industrial involvement in TVET.<sup>62</sup>

4.20 In response, CDB was committed to assisting Belize in tangible ways which included, but was not limited to: developing and promoting technical high schools and centres of employment training, improving employment levels, improving the qualifications of TVET training staff, promoting comparable gender distribution in TVET programmes and challenging the funding disparity between rural and urban educational settings. Table 4.6 provides a summary of basic project data for TBZ and Appendix 5 provides a summary of the projected and actual project costs.

**TABLE 4.6: SUMMARY LOAN PROFILE – TBZ**

Item	Appraisal Estimate <sup>1/</sup>	Actual <sup>2/</sup>	Variance
<b>Loan Amount (\$)</b>	16,062,000	16,062,000	0
<b>Counterpart Funds (\$)</b>	5,080,000	7,761,000	2,681,000
<b>Loan Agreement Signed:</b>	January 9, 2001	January 9, 2001	0
<b>CP Met</b>	May 9, 2001	May 9, 2001	0 Months
<b>TDD</b>	December 31, 2003	June 30, 2008	54.8 Months
<b>Borrower/EA:</b>	Ministry of Education and Sports		

<sup>1/</sup> PSR    <sup>2/</sup> PCR

4.21 The objectives<sup>63</sup> of the project were to improve school enrolments by promoting TVET as a viable and credible career option, to promote a responsive work force system and respond to emerging labour market trends. This, in turn, was expected to contribute towards poverty alleviation. The Appraisal Report indicated that this was to be achieved by increasing access to improved and more efficient training facilities and programmes for a large number of out-of-school youths and unemployed adults.

4.22 The planned outputs<sup>64</sup> of the project were:

- (a) acquisition of land and the construction of five new Centres of Employment Training (CETs) in Belize City Southside, Toledo, Stann Creek, Corozal and Orange Walk and the expansion of two existing CETs in Belize City and Cayo, along with associated external works;
- (b) installation and commissioning of requisite equipment for the CETs; and

<sup>59</sup> Appraisal Report BD Paper 86/00 Paragraph 2.06, Page 3

<sup>60</sup> Appraisal Report BD Paper 86/00 Paragraph 2.12, Page 5

<sup>61</sup> Appraisal Report BD Paper 86/00 Paragraph 2.15, Page 5

<sup>62</sup> Appraisal Report BD Paper 86/00 Paragraph 2.25, Page 7

<sup>63</sup> Appraisal Report BD Paper 86/00 Pages 14-21.

<sup>64</sup> Appraisal Report BD Paper 86/00 Pages 16 - 18

- (c) identification and training of staff; the adaptation, development and standardisation of programmes/curricula; and the finalisation of mechanisms for articulation, testing and certification.

### University of Technology Enhancement - Jamaica

4.23 The objectives<sup>65</sup> of this project were to expand the capacity of the University of Technology, Jamaica (UTech) to enable it to better respond to the demand for its services. The planned outputs<sup>66</sup> comprised:

- (a) building and civil works (construction of a block of classrooms and lecture theatres to be shared by all faculties; expansion of the School of Hospitality and Tourism (construction of an additional block); construction of an administration building; construction of offices for faculty and administrative staff of School of Business Administration; renovation of office space on two upper levels of the existing administration building; renovation and upgrading of teaching laboratories; improvement of campus electrical distribution systems; installation of chill water central air conditioning system; construction of sewage treatment plant and standby water supply facilities; upgrade existing telephone system; renovation of storm water drainage works and other external works);
- (b) furniture and equipment;
- (c) institutional strengthening;
- (d) systems improvement (implementation of a computer-based Facilities Management Information System);
- (e) establishment of a Staff Development Revolving Loan Fund for provision of resources to staff for further academic development and training;
- (f) construction supervision; and
- (g) project management.

4.24 Table 4.7 provides a summary of basic project data for UTJA and Appendix 6 provides a summary of the projected and actual project costs.

**TABLE 4.7: SUMMARY LOAN PROFILE – UTJA**

Item	Appraisal Estimate <sup>1/</sup>	Actual <sup>2/</sup>	Variance
<b>Loan Amount (\$)</b>	25,868,000	5,034,000	(20,834,000)
<b>Counterpart Funds (\$)</b>	16,780,000	6,514,000	(10,266,000)
<b>Loan Agreement Signed:</b>	July 24, 2008	July 24, 2008	0
<b>CP Met</b>	March 5, 2008	June 18, 2010	27.8 Months
<b>TDD</b>	December 31, 2011	June 30, 2015 (est.)	42.6 Months
<b>Borrower/EA:</b>	University of Technology, Jamaica		

<sup>1/</sup> PSR <sup>2/</sup> Quarterly Report on Investment Cost as at January, 2014

<sup>65</sup> Appraisal Report BD Paper 83/07 Paragraph 4.04, Page 29

<sup>66</sup> Appraisal Report BD Paper 83/07 Paragraph 4.04, Pages 29-31



## **Technical and Vocational Education and Training - Republic of Haiti**

4.24 The main objective<sup>67</sup> of the project was an enhanced and decentralised TVET system with strong linkages to the private sector and the capacity to provide appropriate and effective training. This was to be achieved through the expansion and rehabilitation of vocational schools, to be converted into Reference Centres, the development of a TVET policy and strategy and a framework for student support services. The project was intended to assist the Government of Haiti (GOH) to improve access to TVET for poor youths aged 15–24 years, and enhance quality and governance of the sub-sector.

4.25 The planned outputs<sup>68</sup> were:

- (a) rehabilitation and expansion of three vocational schools to be transformed into Reference Centres;
- (b) provision of furniture and equipment for the Reference Centres; and
- (c) assistance to GOH to formulate and institutional policy framework that will guide development in the sub-sector.

4.26 The scope of the project was revised and an additional grant was approved in 2012. The revised TVET project is part of a wider vocational training programme - Vocational Training Programme - aimed at improving the employability of young people and enhancing their prospects for labour market-participation and economic wellbeing, funded primarily by IDB. The additional Grant also allowed GOH to finance the increased costs and expanded scope of the TVET Project.

4.27 The expanded scope sought to respond to the need to increase rapidly the capacity for skills training in Haiti in the aftermath of the earthquake of January 12, 2010, which caused widespread loss of life and destruction of infrastructure. Specifically, the additional Grant will assist with completing reconstruction of the three TVET schools under the project and strengthen the institutional frameworks for TVET teacher-training system and the establishment of TVET centres throughout the country.

4.28 The planned outputs<sup>69</sup> of the revised and expanded project were:

- (a) Building and Civil Works:
  - (i) Jacmel Vocational School
  - (ii) Jeremie Vocational School
  - (iii) Cap Haitien Vocational School
- (b) Construction Supervision;
- (c) Design Services;
- (d) Furniture and Equipment;
- (e) Institutional Strengthening;

---

<sup>67</sup> TVET Project - Republic of Haiti. Paper BD 36/08. Page 15.

<sup>68</sup> TVET Project - Republic of Haiti. Paper BD 36/08, Pages 17-18

<sup>69</sup> TVET Project - Republic of Haiti Revision in Scope and Additional Grant. Paper BD 36/08 Add. 1.

- (f) Project Management; and
- (g) Audit and Monitoring and Evaluation<sup>70</sup>

4.29 Table 4.8 provides a summary of basic data for THA.

**TABLE 4.8: SUMMARY LOAN PROFILE – THA<sup>71</sup>**

Item	Appraisal Estimate <sup>1/</sup>	Actual <sup>2/</sup>	Variance
<b>CDB Grant Amount (\$)</b>	9,000,000	4,585,000	(4,415,000)
<b>Counterpart Funds (\$)</b>	3,490,000	3,490,000	0
<b>Grant Agreement Signed:</b>	September 24, 2008	September 24, 2008	0
<b>CP Met</b>	July 15, 2008	July 27, 2010	24.7 Months
<b>TDD</b>	October 30, 2010	June 30, 2015 (est.)	56.8 Months
<b>Grantee/EA:</b>	Ministry of Education, Youth and Sports		

<sup>1/</sup> PSR <sup>2/</sup> PSR

4.30 CDB had anticipated that it would need to continue building its knowledge of Haiti. For this reason, all of the grants approved for Haiti by CDB are being co-financed with other development partners. The Education For All project and the UCDDP are being co-financed with WB, while the TVET projects are being co-financed with IDB. CDB benefited from these arrangements during the project preparation and implementation phases of these projects. This was particularly important, given the weak institutional capacity in Haiti, including that for generating data. To overcome these institutional weaknesses, larger technical preparation and appraisal teams had to be fielded than would have been otherwise necessary. CDB is expected to continue to draw on and benefit from the experience of WB and IDB throughout project implementation, thus strengthening its ability to engage with Haiti under future interventions.

#### **Enhancement of TVET - Guyana (TGUY)**

4.31 The Appraisal Report indicated that the objectives<sup>71</sup> of the project were to assist the Government of Guyana (GOGY) to enhance access to, and improve the quality and effectiveness of its TVET system.

4.32 The planned outputs<sup>72</sup> of the project were:

- (a) construction of two TIs in Regions 3 and 5;
- (b) provision of tools, workshop equipment and learning materials;
- (c) provision of furniture;
- (d) preparation and implementation of a standards-based curriculum;
- (e) development and implementation of procedures and systems for implementation of Occupational Competency Assessment and Certification;

<sup>70</sup> Appraisal Report BD Paper 36/08 Add. 1: Revised Grant and Project Summary

<sup>71</sup> Appraisal Report BD Paper 36/08 Add. 1: Paragraph 5.12, Page 10 – GOH contribution will be met from the new IDB intervention which supports: (a) TA to INFP to develop and implement the national TVET policy; (b) the reengineering of training programs in key economic sectors; and (c) infrastructure and management upgrades in six public centers. Items (a) to (c) were activities of Component IV of the IDB Grant HA-L1060: Increasing TVET opportunities.Paragraph 3.04 Page 19

<sup>72</sup> Appraisal Report BD Paper 125/08 Paragraph 3.05 Page 19

- (f) development of a national TVET policy;
- (g) preparation of training programme for TVET faculty and instructors;
- (h) formulation of operational and maintenance plans for TIs; and
- (i) training for senior administration staff of TIs.

4.33 Table 4.9 provides a summary of basic project data for TGUY and Appendix 7 provides a summary of the projected and actual project costs.

**TABLE 4.9: SUMMARY LOAN PROFILE – TGUY**

<b>Item</b>	<b>Appraisal Estimate<sup>1/</sup></b>	<b>Actual<sup>2</sup></b>	<b>Variance</b>
<b>Loan Amount (\$)</b>	7,500,000	7,353,000	(147,000)
<b>Counterpart Funds (\$)</b>	2,122,000	1,827,000	(295,000)
<b>Loan Agreement Signed:</b>	December 10, 2008	April 27, 2009	4.6 months
<b>CP Met</b>	June 26, 2009	May 20, 2010	10.9 Months
<b>TDD</b>	December 31, 2010	December 31, 2014 (est.)	48.7 Months
<b>Borrower/EA:</b>	Ministry of Education		

<sup>1/</sup> PSR <sup>2/</sup> PSR and Quarterly Report on Investment Cost, 2014

#### **Education Enhancement Project - Dominica**

4.34 This project has been included in the evaluation because of the TVET elements that have been included in what was planned as a general education initiative.

4.35 The objective<sup>73</sup> of the project was to improve quality, efficiency and effectiveness in basic education through enhancing the learning environment at primary and secondary schools, upgrading the institutional framework and improving teacher quality. The planned outputs<sup>74</sup> were:

- (a) improving the quality of the learning environment (furniture; tools and equipment; learning materials; minor works; maintenance policy and plan);
- (b) enhancing institutional framework and improving teacher quality (curriculum development and implementation; and training); and
- (c) support services (design and supervision services; project management).

<sup>73</sup> Appraisal Report BD Paper 25/09

<sup>74</sup> Appraisal Report BD Paper 25/09: Paragraph 3.04 Page 14

4.36 Table 4.10 provides a summary of basic project data for GDOM and Appendix 8 provides a summary of the projected and actual project costs.

**TABLE 4.10: SUMMARY LOAN PROFILE – GDOM**

<b>Item</b>	<b>Appraisal Estimate<sup>1</sup></b>	<b>Actual<sup>2/</sup></b>	<b>Variance</b>
<b>Loan Amount (\$)</b>	4,000,000	4,000,000	0
<b>Counterpart Funds (\$)</b>	420,000	440,000	20,000
<b>Loan Agreement Signed:</b>	July 24, 2009	September 21, 2009	2.0 months
<b>CP Met</b>	November 20, 2009	June 7, 2010	6.6 Months
<b>TDD</b>	August 31, 2014	August 30, 2015 (est.)	12.0 Months
<b>Borrower/EA:</b>	Ministry of Education		

<sup>1/</sup> PSR <sup>2/</sup> PSR and Quarterly Report on Investment Cost, 2014

### Technical and Vocational Training Development - St. Vincent and the Grenadines

4.37 The project in St. Vincent and the Grenadines commenced in late 2012 and is currently at its midpoint. The objective<sup>75</sup> of the project is to expand the supply of skilled and employable labour with regionally acceptable certification. The planned outputs<sup>76</sup> of the project were:

- (a) strengthening the institutional framework for coordination of TVET;
- (b) enhancing the learning environment for expanded and improved TVET;
- (c) capacity building for an enhanced and sustainable TVET system;
- (d) enhancement of Prior Learning Assessment and Recognition System;
- (e) improved access to training for out-of-school/unemployed/At Risk Youth;
- (f) design services and construction supervision; and
- (g) project management.

4.38 Table 4.11 provides a summary of basic project data for TSVG and Appendix 9 provides a summary of the projected and actual project costs.

**TABLE 4.11: SUMMARY LOAN PROFILE – TSVG**

Item	Appraisal Estimate <sup>1</sup>	Actual <sup>2/</sup>	Variance
<b>Loan Amount(\$)</b>	5,000,000	262,000	(4,738,000)
<b>Counterpart Funds (\$)</b>	1,452,000	90,000	(1,362,000)
<b>Loan Agreement Signed:</b>	February 21, 2012	February 21, 2012	0
<b>CP Met</b>	June 15, 2012	September 10, 2012	2.9 Months
<b>TDD</b>	December 31, 2016	October 31, 2017 (est.)	10.1 Months
<b>Borrower/EA:</b>	Ministry of Education		

<sup>1/</sup> PSR <sup>2/</sup> PSR and Quarterly Report on Investment Cost, 2014

<sup>75</sup> Appraisal Document BD Paper 114/11 – Loan and Project Summary. Page (i)

<sup>76</sup> Appraisal Document BD Paper 114/11 – Loan and Project Summary. Page (i)

## **5. EVALUATION PERFORMANCE**

### **Early TVET Interventions and Haiti**

5.01 This section focuses on four of the early TVET Projects and Haiti. These projects were subjected to a Level 4 review which consisted of an examination of PSRs, PCRs, Appraisal Reports and Registry files; and the World Bank Implementation Completion Reports (ICRs) for the OECS TVET project.

- (a) OECS TVET Project (1987 – 1995) - TOECS
- (b) Barbados Secondary Education Project (1996 – 2004) - GBDS
- (c) University of Technology, Jamaica Innovation Centre (1999 – 2003) - UTIC
- (d) Trinidad and Tobago Institute of Technology (2000 – 2005) - TTIT
- (e) Haiti TVET Project, Haiti (2008 – current) – THA

5.02 These projects were selected for a more cursory review as two of them were purpose built Centres (rather than systemic interventions), the OECS TVET is relatively old and was a multi-donor initiative, the Barbados Project was a broader education initiative with a TVET component, and the Haiti Project is new, very unique and is being completed in conjunction with IDB. The performance evaluation results and associated comments are provided in Tables 5.1 to 5.7.

### **Conclusions and Lessons Learned**

5.03 GBDS provided an opportunity for the professional development of teachers at a time when TVET was just beginning to become a priority. This has been part of the foundation for further TVET initiatives. GOBD now has a very active TVET Council and is considered a regional resource for the professional development of certifiers and assessors. In addition, the Government is currently implementing a new programme, which supports technical and vocational education, called Skills for the Future.

5.04 The success of TTIT is the result of the initiative being of interest to both government and private industry. A coordinated effort by the already established NESCC, who also worked with world leading educational institutions, resulted in a relatively smooth and methodical development process. The original timeline for construction and full utilization of the Institute appears to have been known to be unrealistic from Appraisal. What presents as project delays were anticipated at the time of Appraisal but the timeline was not consistent with CDB practice for these types of loans.

5.05 THA has been a project implemented in extreme conditions. While the PAS has been applied to the project based on the documentation, it should be noted that the 2010 earthquake has severely impacted project implementation for CDB and its development partners.

**TABLE 5.1: EARLY TVET INTERVENTIONS AND HAITI - RELEVANCE PERFORMANCE EVALUATION MATRIX**

Sub-Criteria	TOECS	GBDS	UTIC	TTIT	THA	Comment
1. Assessment of problems, opportunities and lessons at time of approval are adequate (includes assessment of CDB's cross-cutting themes)	Yes	Yes	Yes	Yes – Labour Market assessments	Yes	
2. Project is consistent with BMCs development priorities and CDB's corporate goals	Yes	Yes	Yes	Yes	Yes	
3. Project was developed in partnership and involving government, employers and trade unions	No	No	Yes	Yes	Yes - Stakeholder focus groups	No evidence that employers and trade unions involved in GBDS or TOECS
4. Choice of modality and instrument	Yes	Yes	Yes	Yes	Yes	
5. Degree of coordination and/or complementary with development partners	Yes	Yes	Yes	Yes	Yes	TTIT – Partnerships with private sector. OECS – Development Partner Collaboration.
<b>ASSESSMENT</b>		<b>SCORE</b>		<b>RATING</b>		
Sub-Criteria [1 to 5] Met		4		Highly Satisfactory		
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 to 5] Met		3		Satisfactory		
Sub-Criteria [1 or 2] together with Sub-Criteria [3] Not Met		2		Marginally Unsatisfactory		
Sub-Criteria [1 and 2] Not Met		1		Unsatisfactory		
<b>Score and Rating</b>	<b>3 – S</b>	<b>3 – S</b>	<b>4 – HS</b>	<b>4 – HS</b>	<b>4 – HS</b>	

**TABLE 5.2: EARLY TVET INTERVENTIONS AND HAITI - EFFECTIVENESS PERFORMANCE EVALUATION MATRIX**

Sub-Criteria	TOECS <sup>77</sup>	GBDS	UTIC	TTIT	THA*	Comment
1. Achievement of the desired outcomes as defined in the LFM/RFM:	No	Yes – Building occurred	Yes	Yes	Yes	OECS – Buildings built and equipped. Educators trained. NTA's not established and LMS not conducted
2. Realism of the expected outcomes defined in the LFM/RFM	Yes	Yes	Yes	Yes	Yes	
3. Factors influenced the achievement of expected outcomes	No	Yes	Yes	Yes	Yes	OECS – Factors were not managed as outlined in World Bank ICR
4. Influence of implementation process on outcomes	No	Yes	Yes	Yes	Yes	OECS - No – The ICR notes that challenges existed for a period of time without the knowledge of development partners. This resulted in challenges not being managed on a timely basis.
<b>ASSESSMENT</b>		<b>SCORE</b>		<b>RATING</b>		
Sub-Criteria [1 to 4] Met		4		Highly Satisfactory		
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 and 4] Met		3		Satisfactory		
Sub-Criteria [1 or 2] together with Sub-Criteria [4] Not Met		2		Marginally Unsatisfactory		
Sub-Criteria [1,2 and 3] Not Met		1		Unsatisfactory		
<b>Score and Rating</b>	<b>2 - MUS</b>	<b>4 – HS</b>	<b>4 – HS</b>	<b>4 - HS</b>	<b>4 – HS</b>	

<sup>77</sup> WB ICR 14, April 1995. Report Number 14404. \*anticipated

**TABLE 5.3: EARLY TVET INTERVENTIONS AND HAITI - EFFICIENCY PERFORMANCE EVALUATION MATRIX**

Sub-Criteria	TOECS <sup>78</sup>	GBDS <sup>79</sup>	UTIC	TTIT <sup>80</sup>	THA <sup>81</sup>	Comment
1. Sound conceptualisation and robust assumptions applied to achieve the objectives on a sustainable basis	Yes	Yes	Yes	Yes	Yes	
2. Identification and assessment of alternatives available for generating the expected results with less resources	Yes	Yes	Yes	Yes	Yes	
3. Cost-efficiency/effectiveness in achievement of results and outputs	No	No. Project completed 7 years late	Yes	No. Project completed 4 years late	No due to earthquake in 2010	OECS Project was completed behind schedule and over budget. Costs were underestimated at appraisal. THA – Projected completion was 2010. Project ongoing.
4. Appropriateness and justification for the level of resources applied and the outputs achieved	No	No	Yes	Yes	Yes	GBDS - Delays in the project resulted in project objectives not being achieved.
5. Quality, timeliness and appropriate utilisation of services and capacities created	No	No	Yes	No	No. Project is 56 months behind schedule	OECS - significant resources have not been utilised as effectively as they might have been GBDS – project delayed by over 6 years which resulted in price escalations.
6. Management performance and implementation efficiency	No	No	Yes	Yes	Yes	OECS – Late awareness of project issues and subsequent inability to achieve project outputs was the direct result of management deficiencies GBDS – Borrower did not adequately manage consultants
7. Criteria and methodology used in the selection of the implementing agency	Yes	Yes	Yes	Yes	Yes	
8. Achievement of outputs within the planned implementation period	No	No	Yes	No	No	GBDS – Project delayed over 6 years from appraisal estimate. THA - Project delayed by 56 months from appraisal projection <sup>82</sup> .
<b>ASSESSMENT</b>		<b>SCORE</b>	<b>RATING</b>			
Sub-Criteria [1 to 8] Met		4	Highly Satisfactory			
Sub-Criteria [1,3,4,6 and 8] Met		3	Satisfactory			
Sub-Criteria [3,6 and 8] Not Met		2	Marginally Unsatisfactory			
Sub-Criteria [1,3,4,6 and 8] Not Met		1	Unsatisfactory			
<b>Score and Rating</b>	<b>2 - MUS</b>	<b>2 – MUS</b>	<b>4 - HS</b>	<b>3 – S</b>	<b>2 – MUS</b>	

<sup>78</sup> WB ICR 14, April 1995. Report Number 14404.

<sup>79</sup> PSR 2006: Projected completion at appraisal was April 1998. Actual completion was July 2005.

<sup>80</sup> PSR 2007. Projected completion at appraisal was February 2001. Actual completion was September 2005.

<sup>81</sup> PSR 2013. Projected completion at appraisal was October 2010. Project is not yet completed and the revised completion date is June 2015.

<sup>82</sup> PSR 2013. Implementation progress reflects both the pre and post-disaster context in the education sector.



**TABLE 5.4: EARLY TVET INTERVENTIONS AND HAITI - SUSTAINABILITY PERFORMANCE EVALUATION MATRIX**

Sub-Criteria	TOECS	GBDS	UTIC	TTIT	THA	Comment
1. Availability of adequate and effective demand for the intervention's outputs	Yes	Yes	Yes	Yes	Yes	OECS – BMCs are seeking to have a more employable work force in sectors that drive economic growth
2. Pricing of outputs reflecting the cost of production	Yes	Yes	Yes	Yes	Yes	OECS – The cost of education is a direct investment in the economy and education is a growth sector when human resources are retained in the country.
3. Financial viability of operating entities	Yes	Yes – support from education budget	Yes – Facility revenue producing	Yes. Called the “Energy Campus” of UTT	Too early to evaluate	OECS – BMCs are maintaining and, in some cases, have enhanced the operating entities
4. Presence of policies and procedures to ensure continued funding for operation and maintenance of the assets financed	Yes	No	Yes	Yes	No	OECS – LMIS were abandoned in 3 of 5 BMCs and institutional capacities not strengthened. Governments are now more supportive of TVET initiatives. GBDS – Further deterioration of existing plant indicates that there are no policies to address continued maintenance <sup>83</sup>
5. Resilience to risks of net benefit flows and sensitivity of the intervention to changes in the operating environment	Yes	Yes	Yes – revenue stream generated	Yes	No	OECS – Ongoing TVET initiatives are fully supported by BMCs’ governments. THA – While significant progress has been made, risk continues to exist in the country and there is no early evidence that the benefits will be able to be sustained
6. Application of appropriate policies to ensure the maintenance of required human resources	Yes	Yes	Yes	Yes	Yes	Significant professional development has occurred in people who will stay with the project
7. Adequacy of policies, institutions, market and regulatory environment	Yes	Yes	Yes	Yes	Yes	
8. Government ownership of and commitment to the intervention	Yes	Yes	N/A	Yes	Yes	
9. Adequacy of incentives for continued stakeholder participation	No	Yes – a new IDB TVET project is ongoing	Yes	Yes	Yes	OECS – Ministries have varying degrees of support for industry consultation and involvement

<sup>83</sup> PSR 2006, Page 3

Sub-Criteria	TOECS	GBDS	UTIC	TTIT	THA	Comment
10. Low level of political and other risks	No	Yes	Yes	No	No	OECS – BMCs are vulnerable to damage from hurricanes TTIT – a period of delayed policy development at TTIT occurred after the most recent election due to a change in leadership and administration. THA – Progress is being made but risk to sustainability continue to exist in terms of political stability and ongoing donor support.
<b>ASSESSMENT</b>		<b>SCORE</b>	<b>RATING</b>			
Sub-Criteria [1 to 10] Met		4	Highly Satisfactory			
Sub-Criteria [1,3,4,5,8 and 10] Met		3	Satisfactory			
Sub-Criteria [3,4,5,6 and 10] Not Met		2	Marginally Unsatisfactory			
Sub-Criteria [1,2 and 5] Not Met		1	Unsatisfactory			
<b>Score and Rating</b>	<b>3 – S</b>	<b>3 - S</b>	<b>4 – HS</b>	<b>3 – S</b>	<b>3 - S</b>	

**TABLE 5.5: EARLY TVET INTERVENTIONS AND HAITI - COMPOSITE (AGGREGATE) PERFORMANCE SCORE AND RATING**

Projects	PERFORMANCE RATING						
	SCORING [ 1 - 4 ]				TOTAL SCORE	OVERALL ASSESSMENT	
	Relevance	Effectiveness	Efficiency	Sustainability		Average Score	Rating
TOECS	3	2	2	3	10	2.50	Marginally Unsatisfactory
GBDS	3	4	2	3	12	3.00	Satisfactory
UTIC	4	4	4	4	16	4.00	Highly Satisfactory
TTIT	4	4	3	3	14	3.50	Highly Satisfactory
THA	4	4	2	3	13	3.25	Satisfactory

**TABLE 5.6: EARLY TVET INTERVENTIONS AND HAITI - BORROWER/EA PERFORMANCE EVALUATION MATRIX**

Sub-Criteria	TOECS <sup>84</sup>	GBDS <sup>85</sup>	UTIC	TTIT <sup>86</sup>	THA <sup>87</sup>	Comment
1. High-level support for the intervention; adequacy and timeliness of the provision of counterpart funding	Yes	Yes	Yes	Yes	Yes	Project was not designed to require significant counterpart funding.
2. Timeliness in meeting loan effectiveness requirements (CP to first disbursement)	Yes	Yes	No	No	No	TTIT – CP met 4 months beyond date identified at appraisal. THA – PSR provides no indication that CP have been met.
3. Timeliness of establishment of administrative and technical mechanisms for management and implementation	Yes	Yes	Yes	Yes	Yes	
4. Administrative capacity of project steering/implementation committee; effective coordination arrangements between cooperating agencies, staff quality, etc.	Yes	No Borrower did not effectively manage consultants	Yes	Yes	Yes	OECS – Varies among the BMCs. Delays in BMCs where project staff were not relieved of their substantive duties.
5. Timeliness of procurement process for consultancy services, equipment, supplies, etc; quality control of implementation performance	No	No. Very slow procurement process	Yes	No	No	OECS – BMCs were slow on capital projects. TTIT – Actual TDD 4 years beyond that estimated at appraisal. THA – Extreme situation has resulted in project being 50% complete in 2013 rather than 80%.
6. Compliance with terms and conditions and procurement guidelines	Yes	No – items returned to ineligible source	Yes	Yes	Yes	
7. Adoption of agreed policy, financial and institutional reform measures; mitigation of inconsistencies	Yes	Yes	Yes	Yes	Yes	
8. Timeliness and accuracy of submission and dispatch of disbursement claims	Yes	Yes	Yes	Yes	Yes	
9. Adequate revenue/budgetary resources available for sustained operation and maintenance of the intervention's assets	No	No.	Yes	No. Within University budget	No. BMC lacks sufficient resources	OECS – BMCs have inadequate maintenance resources GBDS – Further infrastructure deterioration provides evidence that no adequate maintenance programme exists.

<sup>84</sup> WB ICR 14, April 1995. Report Number 14404

<sup>85</sup> PSR 2006

<sup>86</sup> PSR 2007

<sup>87</sup> PSR 2013

Sub-Criteria	TOECS <sup>84</sup>	GBDS <sup>85</sup>	UTIC	TTIT <sup>86</sup>	THA <sup>87</sup>	Comment
10. Participation at the design and preparation stages, support for supervision, stakeholder consultation	Yes	Yes	Yes	Yes	Yes	
11. Effective coordination and cooperation of implementing agencies' in the engagement with stakeholders and boundary partners	Yes	Yes	Yes	Yes	Yes	
<b>ASSESSMENT</b>		<b>SCORE</b>	<b>RATING</b>			
Sub-Criteria [1 to 11] Met		4	Highly Satisfactory			
Sub-Criteria [1 to 7] Met		3	Satisfactory			
Sub-Criteria [2,3,5 and 7] Not Met		2	Marginally Unsatisfactory			
Sub-Criteria [1 to 9] Not Met		1	Unsatisfactory			
<b>Score and Rating</b>	<b>3 - S</b>	<b>2 – MUS</b>	<b>3 - S</b>	<b>3 – S</b>	<b>2 - MUS</b>	

**TABLE 5.7: EARLY TVET INTERVENTIONS AND HAITI - CDB PERFORMANCE EVALUATION MATRIX**

Sub-Criteria	TOECS <sup>88</sup>	GBDS	UTIC	TTIT	THA	Comment
<b>Quality at Entry</b>						
1. Strategic relevance and approach defined	Yes	Yes	Yes	Yes	Yes	
2. Clear statement of development objectives and expected results represented in an LFM/RFM	Yes	Yes	Yes	Yes	Yes	
3. Selection of options to address identified problem	Yes	Yes	Yes	Yes	Yes	
4. Soundness of the interventions design	No	Yes	Yes	Yes	Yes	OECS – Design was too ambitious for capacity of the BMCs
5. Policy and institutional assessment	Yes	Yes	Yes	Yes	Yes	
6. Technical, financial and economic analyses applied to determine viability of the intervention	Yes	Yes	Yes	Yes	Yes	
7. Fiduciary and legal assessment	Yes	Yes	Yes	Yes	Yes	
8. Qualitative analysis conducted where benefits are not measurable	Yes	Yes	Yes	Yes	Yes	
9. Poverty, Gender and Social Development assessment	Yes	Yes	Yes	Yes	Yes	

<sup>88</sup> WB ICR 14, April 1995. Report Number 14404, Page 5: CDB was also the Borrower and EA. The technical oversight of the sub-projects was performed by the Project Implementation Team which was based at CDB. CDB through the establishment of the Project Implementation Team (PIT) was responsible for the overall execution of the project. Since this was the first time that CDB implemented a project in the education sector, reliance on the contracted consultant team was important. National project coordinators, appointed by the government in each of the five sub-project countries, were in charge of overseeing the daily implementation of the local projects. The PIT was headed by a project manager appointed by CDB, and supported by CDB staff, a CDB appointed architect (available to supervise the civil works component on a part time basis), and a team of technical specialists contracted through ILO.

Sub-Criteria	TOECS <sup>88</sup>	GBDS	UTIC	TTIT	THA	Comment
10. Environmental, Climate Change and Disaster Risk Management assessment	Yes	Yes	Yes	Yes	Yes	
11. Risk identification and assessment and mitigation measures	Yes	Yes	Yes	Yes	Yes	
12. Implementation arrangement appropriate/realistic	No	Yes	Yes	Yes	Yes	OECS – CDB was too new with TVET initiatives to undertake project implementation role
13. Roles and responsibilities of borrower, stakeholders and cooperating agencies defined	Yes	Yes	Yes	Yes	Yes	
14. Assessment of borrower and/or EA capacity for timely fielding of consultants and monitoring performance	Yes	Yes	Yes	Yes	Yes	
15. Monitoring, evaluation and reporting arrangements (results framework)	Yes	Yes	Yes	Yes	Yes	
16. Incorporation of lessons learned from related projects	Yes	Yes	Yes	Yes	Yes	
17. Bank inputs and processes adequate, efficient and timely	Yes	Yes	Yes	Yes	Yes	
<b>Quality of Supervision</b>						
1. QAE characteristics of the design have an acceptable impact on implementation performance	Yes	Yes	Yes	Yes	Yes	
2. Management of fiduciary and legal aspects	Yes	Yes	Yes	Yes	Yes	
3. Timeliness in identifying and assessing threats to achievement of DO's; and action taken	No	Yes	No	Yes	Yes	OECS – Not all development partners aware of threats on a timely basis
4. Adequacy of supervision inputs (budget, staff, technology, systems) and processes	No	Yes	Yes	Yes	Yes	OECS – CDB supervision expertise inadequate
5. Adequacy of beneficiary targeting and use of annual project planning and progress monitoring	Yes	Yes	Yes	Yes	Yes	
6. Analysis of key quantitative and qualitative data to assess progress towards expected outcomes	Yes	Yes	Yes	Yes	Yes	
7. Timeliness and quality of responses to requests for changes during implementation	Yes	Yes	Yes	Yes	Yes	
8. Supervision staff continuity; and frequency, composition and length of supervision missions	Yes	Yes	Yes	Yes. Ten supervision missions	Yes	
9. Timeliness, candour and realism in reporting progress, results, issues and time-bound actions	No	Yes	Yes	Yes	Yes	OECS –Not timely and not realistic Almost exclusive reliance on verbal communications existed.

<b>Sub-Criteria</b>	<b>TOECS<sup>88</sup></b>	<b>GBDS</b>	<b>UTIC</b>	<b>TTIT</b>	<b>THA</b>	<b>Comment</b>
10. Degree of consistency between performance progress, results, issues/ constraints and rating	No	Yes	Yes	Yes	Yes	OECS – Interventions were delayed and there were no formal agreement about corrective actions to be taken until late in the project
11. Timeliness and quality of reviews and consultations, integration of findings into implementation plans for the remaining project periods, and subsequent monitoring of any remedial measures.	No	No several delays without remedial measures	No	Yes	Yes	OECS – CDB staff regularly visited the countries, but formal reports were not produced and there were no records of project implementation deficiencies in the early years of project execution.
12. Efforts to build and maintain good relationships with development partners and stakeholders	Yes	Yes	Yes	Yes	Yes	
<b>ASSESSMENT</b>		<b>SCORE</b>	<b>RATING</b>			
90% of Sub-Criteria Met		4	Highly Satisfactory			
80% of Sub-Criteria Met		3	Satisfactory			
50% of Sub-Criteria Met		2	Marginally Unsatisfactory			
<50 % of Sub-Criteria Not Met		1	Unsatisfactory			
<b>Score and Rating</b>	<b>2 - MUS</b>	<b>4 – HS</b>	<b>4 – HS</b>	<b>4 - HS</b>	<b>4 - HS</b>	

## Basic Education (Second Loan) - St. Lucia

### Relevance

5.07 The project was consistent with the Government of St. Lucia's (GOSL) medium to long-term development strategy to strengthen the country's human capital base so as to be more competitive in the 21<sup>st</sup> Century. The quality of the country's human capital was adversely affected as a result of limited access to primary education in the Castries area; limited access to secondary school, and low education quality and achievement for children at the senior primary level. Table 5.8 summaries the performance evaluation results for Relevance of GSLU, which was *Highly Satisfactory*.

### Effectiveness

5.08 The programme was directed to the provision of space to achieve access. Through the provision of appropriate facilities for TVET offerings and the equipment provided through the STABEX companion project, it would have been expected that employment opportunities would have emerged. Graduates and employers interviewed spoke of students completing workforce experiences. Implicit in this would have been the premise that increased access to education and training would lead to increased employability. GSLU was rated *Highly Satisfactory* for Effectiveness and the results are presented at Table 5.9.

### Efficiency

5.09 GSLU's Efficiency was also rated *Highly Satisfactory*, as shown in Table 5.10. All planned outputs were achieved with some modifications agreed to by GOSL and CDB<sup>89</sup>. The project encountered implementation delays and the final cost exceeded the appraisal estimate by \$912,000<sup>90</sup> (refer to Appendix 4). Most of the additional costs were due to MOE's decision to convert Ciceron into a Technical Secondary School immediately, rather than in the short to medium term as was envisaged at Appraisal.<sup>91</sup>

### Sustainability

5.10 The main issue however is sustainability of the project's benefits. The PSRs indicated that the project was expected to be sustainable<sup>92</sup>. However, the reality in the schools is very different and this may be in part due to the current economic situation over which GOSL has no control given the dependence of its economy on external factors. Also, the projected maintenance plans have not materialised and the

---

<sup>89</sup> The construction of a new senior primary school at Ciceron did not proceed as planned. The output was the construction of a secondary school at Ciceron with the same rated capacity of 525 school places as the proposed senior primary school. Prior to being upgraded to a secondary school, the school was designed to operate as a technical institute. The Ciceron Secondary School opened for its first academic year in September 2003, one year later than planned. The school provides much better facilities than those that existed at Rock Hall. Ex-Post Evaluation Report for Basic Education Project (Second Loan) – St. Lucia. August 2007: Paragraph 16, Page vi.

<sup>90</sup> PSR 2006.

<sup>91</sup> PSR 2005 Page 4

<sup>92</sup> PSR 2006: Page 4: The achievements of this project will be sustainable in a variety of ways. The project has been complemented by a parallel EU-funded TVET project which has provided the furniture and equipment for the Senior Primary and Secondary Schools and training for the TVET teachers to ensure improved teaching and learning at this level. There will also be the preparation of a PMMP to ensure a high quality of maintenance is ongoing not just for the project schools but all schools in the country. However, although the structures have been completed, the PMMP has yet to be finalised and submitted to CDB. To date, Principals, bursars, building officers and procurement officers have been sensitised about the need for effective maintenance, and schools are now entitled to a small grant from MOE for incidental maintenance, comprising XCD3,500 for Primary and XCD5,000 for Secondary schools. Steps have also been taken to undertake comprehensive schools condition surveys as a means of providing the baseline data for the development of the PMMP which should lead to the operation of an effective maintenance plan in the school system, assuming that there are adequate budgetary allocations and a diligent, proactive approach to addressing the problem.

schools are beginning to show signs of deterioration<sup>93</sup>. In many instances machines are old and outdated and there are no funds to repair or replace them. With the creation of Secondary Schools as opposed to TIs the focus is primarily on the writing of the Caribbean Examinations Council (CXC) – CSEC examinations, which appear to have a lesser practical TVET component compared with NVQ's or CVQ's. Enrolment levels in TVET subjects have confirmed this observation. Based on data obtained, observations from site visits and interviews with key stakeholders, the improvements and outcomes have not been sustained. As a result, the project was rated *Marginally Unsatisfactory* for Sustainability. Table 5.11 provides the justification for the Sustainability rating.

### **Conclusion - GSLU**

5.11 The project was consistent with GOSL's and CDB's objectives with regard to education, its role in poverty reduction, and the attendant influences on gender and the environment. As recorded in the PSRs, CDB has been very facilitating in assisting GOSL to achieve the project's objectives. A trained, literate and numerate society is critical to the success of any country and it is anticipated that educated/trained persons will be employable and will make a contribution to the economy of the country. The overall performance of the project was *Highly Satisfactory* with a composite score of 3.50 as indicated in Table 5.12. Borrower/EA performance and CDB performance were rated *Satisfactory* and *Highly Satisfactory*, respectively as shown in Tables 5.13 and 5.14.

5.12 Tables 5.15 and 5.16 present the results of an Impact Assessment and Comparison with Accepted Good Practice, respectively, for the project.

---

<sup>93</sup> A Maintenance Manual was developed for the schools but resource constraints limited implementation of required maintenance activities.



**TABLE 5.8: RELEVANCE PERFORMANCE EVALUATION MATRIX – GSLU**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Assessment of problems, opportunities, and lessons at time of approval are adequate (includes assessment of CDB's cross-cutting themes)	Yes	Appraisal Report and PCR. Appraisal included drawing on CDB's experience with the Basic Education project (BEP), reviewing the technical vocational report 1987-1995 and analysing employment surveys. The appraisal report <sup>94</sup> identified the effect on the environment – noise, dust, drainage, effects on vehicular traffic, ensuring adequate security for sites (fencing), provision of special education programmes, addition of new subjects and adequate space for sports and games.
2. Project is consistent with BMCs development priorities and CDB's corporate goals.	Yes	Government of St. Lucia Development Strategy CDB's Country Strategy Paper CDB's strategic objective to reduce poverty and improve the status of the most vulnerable
3. Project was developed in partnership and involving government, employers and trade unions	No	In seeking to solidify its rationale for supporting the project CDB personnel participated in general town hall meetings. There is no evidence to suggest substantial consultation with employers and trade unions. It was also revealed in employer surveys that about 9% of employers responding feel that the TVET programmes being offered are supplying employers with the talent needed. This is a further indication that employers have not been active partners in project development.
4. Choice of Modality and Instrument	Yes	Appraisal Report
5. Degree of Coordination and/or complementary with Development Partners	Yes	Appraisal Report, Interviews Highly coordinated - Running concurrently with the BEP2 project was the STABEX project designed to improve capacity of primary and secondary schools and the Sir Arthur Lewis Community College, Youth Skills and Adult Education programmes. This project, driven by a policy strategy which seeking to transform TVET into a credible component of the school system, especially at the secondary and post-secondary levels was designed to mutually reinforce the objectives of BEP2. Furniture for the Ciceron Secondary School was obtained with funds from STABEX.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 5] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 to 5] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [3] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 and 2] Not Met	1	Unsatisfactory
<b>Score: – Highly Satisfactory. Justification: While Sub-Criteria 3 has not been met to the degree that one would hope for TVET projects, the other sub-criteria have been met</b>		

<sup>94</sup> Appraisal Report Paper BD 108/99: Paragraphs 3.25 to 3.29, Pages 16 – 17.

**TABLE 5.9: EFFECTIVENESS PERFORMANCE EVALUATION MATRIX – GSLU**

Sub-Criteria	Evaluation	Evidence and Explanation
<b>Outcomes:</b> Increases access, quality and efficiency of primary education through the elimination of the double shift system and improvement in the quality of education at the senior primary level by the provision of upgraded facilities.		
1. Achievement of the desired outcomes as defined in the LFM/RFM	Yes	SLR, PSR and Interviews - Project exceeded expectations because Ciceron School became a full technical school. Persons interviewed stated that employers were so impressed with the students who went on work attachments that they discouraged them from returning to school. Reference is made to one incident where the teacher of one school had to go to a business place to encourage three students to return to complete their education. Unexpected outcomes – due to the abolition of the double shift system the amount of unsupervised time among students which occurred before or after both shifts have been considerably reduced and there was a decrease in attendance delinquency as students were now in school for an entire day; teachers no longer had to share classrooms; long-term displays could be set up which improved the teaching and learning environments in the classes. Some teachers disliked the single-shift system which reduced the free time available to organise and execute personal business, and provided more time for planning work programmes. Subsequent to project completion, the Vieux Fort Technical High School became Vieux Fort Comprehensive Secondary School. School officials in Castries reported that a significant proportion of their student population came from lower socio-economic backgrounds and could not afford lunches. The removal of the double shift highlighted this issue, since students were now at school for longer hours. It was reported that on average three students per class were in dire need and another 10% in need of some type of assistance in the form of books, transportation or lunches. A school feeding programme has since been implemented.
2. Realism of the Expected Outcomes Defined in the LFM/RFM	Yes	Appraisal Report
3. Factors Influenced the Achievement of Expected Outcomes	Yes	St. Lucia, other BMCs, was adversely affected by the world economic crisis. The contraction of the economy was a significant factor in the sustainability aspect of the project and the ability of GOSL to provide adequate funding to maintain project assets. This may not have affected the execution of the project which was adequately funded by CDB and the European Union but certainly would have affected GOSL's ability to maintain the project's assets.
4. Influence of Implementation Process on Outcomes	Yes	PSR
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 4] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 and 4] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [4] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 3] Not Met	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: Sub-Criteria [1 to 4] Met</b>		

**TABLE 5.10: EFFICIENCY EVALUATION PERFORMANCE MATRIX – GSLU**

<b>Sub-Criteria</b>	<b>Evaluation</b>	<b>Evidence and Explanation</b>
1. Sound conceptualisation and robust assumptions applied to achieve the objectives on a sustainable basis	Yes	Appraisal Report. PSR. Ex-Post Evaluation Report for Basic Education Project (2nd Loan)
2. Identification and assessment of alternatives available for generating the expected results with less resources	Yes	Appraisal Report. Least Cost Approach applied.
3. Cost-efficiency/effectiveness in achievement of results and outputs	Yes	PSR – capitalising on the opportunity that the project created, Ciceron became a full technical high school ahead of schedule. While it resulted in a 9% increase in project costs, the costs would likely have been greater if the transition occurred subsequent to the Project.
4. Appropriateness and justification for the level of resources applied and the outputs achieved	Yes	PSR
5. Quality, timeliness and appropriate utilisation of services and capacities created	Yes	PSR.
6. Management performance and implementation efficiency	Yes	PSR. The project appeared to be fairly well managed.
7. Criteria and methodology used in the selection of the implementing agency	Yes	PSR
8. Achievement of outputs within the planned implementation period	Yes	PSR - CP were met within two months of target. The Project was completed 6.5 months behind schedule but the major outputs were achieved.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 8] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,6 and 8] Met	3	Satisfactory
Sub-Criteria [3,6 and 8] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,3,4,6 and 8] Not Met	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: Sub-Criteria [1 to 8] Met. Cost and time overruns were not excessive.</b>		

**TABLE 5.11: SUSTAINABILITY PERFORMANCE EVALUATION MATRIX – GSLU**

Sub-Criteria	Evaluation	Evidence
1. Availability of adequate and effective demand for the intervention's outputs	Yes	An LMS completed in 2013, indicated that St. Lucia generated 705 net new jobs in the first 8 months of 2012 representing a 3% increase. The study also indicated that businesses projected expansion of over 10% in the next 2-5 years. 64% of the employers surveyed indicated that they will need technical staff in the next three years; 77% projected a need for administrative/clerical staff; 54% expressed a need for machinery operators/drivers; and only 31% have hired TVET graduates in the past 3 years.
2. Pricing of outputs reflecting the cost of production	Yes	<i>Survey</i> –TVET graduates need to be supported by a demand-driven education programme and preparation of students for careers that meet labour market needs.
3. Financial viability of operating entities	No	Inspection during the site visit to St. Lucia revealed that, since project completion, a technical school was converted to a secondary school. TVET needs continue to exist and the conversion of a technical school to a secondary school results in a reduced emphasis on TVET and requisite needs in other institutions. This results in programming changes and by extension, the cost of transition. Introduction of TVET into general education could eliminate the need for making such changes that affect the financial viability of the intervention.
4. Presence of policies and procedures to ensure continued funding for operation and maintenance of the assets financed	No	<i>Site visit observations</i> – existing equipment is old, obsolete and in need of frequent servicing. <i>Interviews</i> revealed that there were no plans in place for equipment maintenance or upgrade; a Maintenance Unit was established in MOE and a Preventative Maintenance Management Plan (PMMP) was to be prepared. There was no evidence that the PMMP was in place. Secondary Schools receive XCD5,000 for incidental maintenance but this is insufficient for the upkeep of technical equipment. Interviews with school management indicated that maintenance budgets are inadequate and requests to MOE for funding for repairs were often not met. The schools in their present state are left to balance their budgets by prioritising immediate needs.
5. Resilience to risks of net benefit flows and sensitivity of the intervention to changes in the operating environment	No	<i>Observation, interview</i> – TVET officers are in place and a TVET Council exists but effecting changes in school structure and location are outside of their purview.
6. Application of appropriate policies to ensure the maintenance of required human resources	No	The LMS indicated that 9% of businesses are familiar with CVQ and 3% of businesses have used CVQ credentials in their recruitment process. This low level of recognition of CVQ credentials could adversely affect the investment in TVET and the accreditation validity.
7. Adequacy of policies, institutions, market and regulatory environment	Yes	<i>Interviews, Observation</i> - policies and staffing are in place, but the education system is influenced by GOSL's sector priorities.
8. Government ownership of and commitment to the intervention	No	<i>Interviews</i> - Current government priorities appear to be less focused on TVET. This is evidenced by the low recognition of TVET programmes within industry and the conversion of a technical school to a secondary school.
9. Adequacy of incentives for continued stakeholder participation	Yes	<i>Interviews, Observation</i> - the TVET Council provides strong leadership and has the potential to make significant contribution if supported by the government.
10. Low level of political and other risks	Yes	<i>Interviews and ex-post evaluation</i> - the major risks relate to the selection, type and location of schools at design; limited technical curricula; and teaching capacity constraints for the effective delivery of the more technical curricula. Employers noted an unmet need for construction workers in the country, yet there was no evidence to suggest that technical programmes are being mounted to address this need. There is evidence that Vieux Fort was never fully developed as a technical institute <sup>95</sup> .
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 10] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,5,8 and 10] Met	3	Satisfactory
Sub-Criteria [3,4,5,6 and 10] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 5] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: Sub-Criteria [1, 2, 7 and 9] Met</b>		

<sup>95</sup> Ex-Post Evaluation Report, August 2007, Page 40

**TABLE 5.12: COMPOSITE (AGGREGATE) PERFORMANCE SCORE AND RATING - GSLU**

Core Criteria	PERFORMANCE RATING				CORRESPONDING SCORE
	RATING [ X ]				
	HS	S	MUS	US	
Relevance	X				4
Effectiveness	X				4
Efficiency	X				4
Sustainability			X		2
<b>Total Score</b>					<b>14</b>
<b>Average Score</b>					<b>3.5</b>
OVERALL ASSESSMENT					
HS	Highly Satisfactory	>3.25 and ≤ 4.00			X
S	Satisfactory	>2.50 and ≤ 3.25			
MUS	Marginally Unsatisfactory	>1.75 and ≤ 2.50			
US	Unsatisfactory	>1.00 and ≤ 1.75			

**TABLE 5.13: BORROWER/EA PERFORMANCE EVALUATION MATRIX – GSLU**

Sub-Criteria	Evaluation	Evidence
1. High-level support for the intervention; adequacy and timeliness of the provision of counterpart funding	Yes	PSRs, Interviews – Project had good support by GOSL. This is evidenced through completion without significant delays
2. Timeliness in meeting loan effectiveness requirements (CP to first disbursement)	Yes	PSR, Interviews – CP were met within two months of the original target
3. Timeliness of establishment of administrative and technical mechanisms for management and implementation	Yes	Interviews with Permanent Secretary (PS), MOE and the Chief Executive Officer indicated that project administration was done effectively
4. Administrative capacity of project steering/implementation committee; effective coordination arrangements between cooperating agencies, staff quality, etc.	Yes	Appraisal, PSR, Interview – a PSC was formed. The project was effectively managed by the Project Coordinator and PSC with good support from cooperating agencies within Government.
5. Timeliness of procurement process for consultancy services, equipment, supplies, etc; quality control of implementation performance	Yes	PSR – No procurement issues. This was well done given the significant construction that was undertaken.
6. Compliance with terms and conditions and procurement guidelines	Yes	PSRs
7. Adoption of agreed policy, financial and institutional reform measures; mitigation of inconsistencies	Yes	PSRs; Interview with PS, Chief Executive Officer (CEO), and Finance Officer.
8. Timeliness and accuracy of submission and dispatch of disbursement claims	Yes	PSRs and Interviews
9. Adequate revenue/budgetary resources available for sustained operation and maintenance of the intervention’s assets	No	As noted previously, maintenance budgets and processes are inadequate.
10. Participation at the design and preparation stages, support for supervision, stakeholder consultation	No	Interviews revealed minimal consultation with teachers and employers. It was also revealed in employer surveys that about 9% of employers responding felt that the TVET programmes being offered are supplying employers with the talent needed. Employers indicated that they would need technical workers in the next 10 years but there is no evidence that preparations are being made to train workers for the jobs that will be potentially available.
11. Effective coordination and cooperation of implementing agencies’ in the engagement with stakeholders and boundary partners	Yes	PSRs, Interviews - Two other education projects were underway at the same time. Both were complementary and well coordinated. One provided the furniture and equipment for the schools.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 11] Met	4	Highly Satisfactory
Sub-Criteria [1 to 7] Met	3	Satisfactory
Sub-Criteria [2,3,5 and 7] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 to 9] Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: Sub-Criteria [1 to 7] Met</b>		

**TABLE 5.14: CARIBBEAN DEVELOPMENT BANK PERFORMANCE EVALUATION MATRIX – GSLU**

Sub-Criteria	Evaluation	Evidence
<b>I Quality at Entry</b>		
1. Strategic relevance and approach defined	Yes	Appraisal Report
2. Clear statement of development objectives and expected results represented in an LFM/RFM	Yes	Appraisal Report
3. Selection of options to address identified problem	Yes	Appraisal Report
4. Soundness of the interventions design	Yes	Appraisal Report
5. Policy and institutional assessment	Yes	Appraisal Report
6. Technical, financial and economic analyses applied to determine viability of the intervention	Yes	Appraisal Report
7. Fiduciary and legal assessment	Yes	Appraisal Report
8. Qualitative analysis conducted where benefits are not measurable	Yes	Appraisal Report
9. Poverty, Gender and Social Development assessment	Yes	Appraisal Report
10. Environmental, Climate Change (CC) and Disaster Risk Management (DRM) assessment	Yes	Appraisal Report
11. Risk identification and assessment and mitigation measures	Yes	Appraisal Report
12. Implementation arrangement appropriate /realistic	Yes	Appraisal Report
13. Roles and responsibilities of borrower, stakeholders and cooperating agencies defined	Yes	Appraisal Report
14. Assessment of borrower and/or EA capacity for timely fielding of consultants and monitoring performance	Yes	Appraisal Report
15. Monitoring, evaluation and reporting arrangements (results framework)	Yes	Appraisal Report
16. Incorporation of lessons learned from related projects	Yes	Appraisal Report
17. Bank inputs and processes adequate, efficient and timely	Yes	Appraisal Report
<b>II Quality of Supervision</b>		
1. QAE characteristics of the design have an acceptable impact on implementation performance	Yes	PSRs and Interviews – The project generally proceeded on schedule and was implemented as designed with an enhancement: Castries became a Technical High School
2. Management of fiduciary and legal aspects	Yes	PSRs
3. Timeliness in identifying and assessing threats to achievement of DO's; and action taken	N/A	No threats noted
4. Adequacy of supervision inputs (budget, staff, technology, systems) and processes	Yes	PSR and Interviews – Project was well supervised
5. Adequacy of beneficiary targeting and use of annual project planning and progress monitoring	Yes	PSR , 2006
6. Analysis of key quantitative and qualitative data to assess progress towards expected outcomes	Yes	PSR, 2006 – While the progress of outputs were clearly measured, no reference was made to outcomes.
7. Timeliness and quality of responses to requests for changes during implementation	Yes	CDB supported the change for conversion of Castries Secondary School.

Sub-Criteria	Evaluation	Evidence
8. Supervision staff continuity; and frequency, composition and length of supervision missions	Yes	PSR's - CDB files contained 7 PSRs for the period 2001 and 2005. Interviews revealed that the frequency and composition of supervision missions were helpful and provided guidance on such aspects as procurement regulations, assistance with challenges
9. Timeliness, candour and realism in reporting progress, results, issues and time-bound actions	Yes	Interviews – CDB officials were found to be approachable and helpful.
10. Degree of consistency between performance progress, results, issues/ constraints and rating	Yes	Appraisal Report and PSR's – Good consistency between projected and actual performance
11. Timeliness and quality of reviews and consultations, integration of findings into implementation plans for the remaining project periods, and subsequent monitoring of any remedial measures	Yes	PSR 2006 – Monitoring was appropriate and timely
12. Efforts to build and maintain good relationships with development partners and stakeholders	Yes	PSR's and Interviews – There appeared to be very good working relationships, particularly with STABEX in the equipping of schools
ASSESSMENT	SCORE	RATING
90% of I and II	4	Highly Satisfactory
80% of I and II	3	Satisfactory
50% of I and II	2	Marginally Unsatisfactory
<50% of I and II	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: 100% of I and II</b>		



**TABLE 5.15: IMPACT ASSESSMENT – GSLU**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Decrease in unemployment rate	No	At Appraisal – 15.7%; 2012 – 22.3%. <sup>96</sup> A LMS completed in 2012 indicated that there was a large gap in the qualifications of those seeking employment and the qualifications being sought by employers. The results showed that 60% of the job seekers had below secondary education; 33% had secondary education (with CXC); and 7% had tertiary education. The majority of graduates interviewed were unemployed.
2. Increase in the number of women in non-traditional careers	No	If education is an indicator of the likelihood of women pursuing non-traditional careers, a review of OECS CSEC country results for TVET subjects revealed that the number of women sitting CSEC examinations in construction, woods, electrical and mechanical engineering and technical drawing fell from 738 in 2010/11 to 637 in 2012/13 <sup>97</sup> . The only category where there was a slight increase was in the electrical programmes. The OECS review also provided information on the number of students enrolled in the Skills Certificate programme. In 2010/11, 174 women were registered which declined to 145 in 2012/13. WB tracks the number of secondary students who are studying vocational subjects. Data for St. Lucia from 2009-2012 showed that the number was relatively constant at about 150 students but the percentage of women fell from 19% (28) in 2009 to 11% (16) in 2012. One issue that was raised in the interviews was that with the change to Secondary School and the implementation of the CXC/CSEC syllabus that there appeared to be a bias in the subjects to which males and females were streamlined – that is Food and Nutrition programmes were promoted for girls and building and construction advocated for boys.
3. Reduction in number of disengaged youth	No	There was no data that indicated a change in the current status. A decline in number of students sitting CSEC and an increase in unemployment would have suggested that the situation had deteriorated. Most of the graduates interviewed were unemployed.
4. TVET programmes are preparing students for the workforce	Yes	Only 14% of employers surveyed agreed that the current TVET programmes are adequately preparing students for the workforce; 50% believed that graduates lacked hands-on skills and 45% believed students were deficient in their ability to problem solve. About 20% did not believe that graduates had sufficient mathematical skills; 36% did not believe graduates demonstrated a strong work ethic; 29% did not believe that graduates were aware of safety standards; and 28% believed that graduates lacked initiative. 29% reported that they have had to reprimand graduates for substandard work. The lack of employment preparation was confirmed in the interviews where employers stated that while graduates had knowledge of the tools, equipment and general processes in the required skills area, they needed more training to be able to function in the work place without constant supervision. Nevertheless, employers interviewed generally felt that the skills programmes were of great benefit to the students in the programmes, since these were largely students who had no secondary level education and many of whom were not very literate. Employers felt that TVET programmes offered a good opportunity for these students to become employable. Employers further suggested the need for an increase in the number of core skill areas offered. They described the District as having a booming construction industry yet there was a shortage of skilled workers.
5. Graduates employed	Not able to assess	Most of the graduates interviewed were unemployed but assessment was constrained by the small sample size.
6. Graduates working in relevant industry	No	Employers indicated that construction is an area of opportunity yet there is a shortage of skilled workers. Hospitality graduates cited difficulty in finding employment.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
90% of Sub-Criteria Met	4	Highly Satisfactory
80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Marginally Unsatisfactory
<50% of Sub-Criteria Not Met	1	Unsatisfactory
<b>Score: 1 – Unsatisfactory. Justification: Only one Sub-Criteria Met</b>		

<sup>96</sup> Labour Market Study, 2013

<sup>97</sup> OECS Education Statistical Digest

**TABLE 5.16: COMPARISON WITH GOOD PRACTICE – GSLU**

Sub-Criteria	Evaluation	Evidence
1. Strong data on vocational programmes, including information on vocational programmes in international categorisations and labour market outcomes	Yes	A LMS completed in 2012, indicated that 705 new jobs were generated in the first 8 months of 2012 representing a 3% increase. This reflected the fragile state of the country's job market. The study also revealed that businesses were projecting expansion of over 10% over the next 2 – 5 years. About 64% of the employers surveyed indicated that they would need technical staff in the next three years; 77% of these projected a need for administrative/clerical staff; and 44% expressed a need for machinery operators/drivers. Only 26% of the employers interviewed hired TVET graduates in the past 3 years, but 69% anticipated hiring a TVET graduate in the next 3 years.
2. Consistent funding arrangements so that choices are not distorted by the availability of funds (supporting)	Not able to assess	Spending on TVET was included in GOSL's total education budget. While in 2012/13, the amount spent on education was 14.5% of the national budget and this amount was unchanged from the education expenditure in 2009, it is not possible to determine the amount allocated to TVET.
3. Mechanisms in place to ensure that the mix of programmes corresponds to the needs of the labour market	No	Over 33% of the employers responding to the survey felt that they did not have input into the development of programmes at the school TI; 9% believed that the TVET programmes in St. Lucia were meeting market needs. A TVET Council exists comprising government representatives, employers and trade unions. However, its role in providing curriculum recommendations has been limited.
4. Teaching workforce has balance of teaching and industry knowledge	No	Obtaining teachers with both pedagogical and industrial knowledge is a major constraint.
5. Adequate literacy and numeracy components built into programmes	No	29% of the employers responding to the survey believed that graduates were lacking in written communication skills and 33% believed that graduates lacked verbal skills.
6. Programmes offer opportunities for all and minimise dropout	No	There was no evidence of flexible timetabling. Over 33% of the employers responding to the survey believed that the lack of financial resources was a barrier to accessing TVET programmes. This constraint was confirmed by interviews with graduates.
7. Flexible modes of study are offered	No	Attempts were made to introduce a modular approach to teaching at one of the schools. This was a failure and has been discontinued. One aspect of the modular approach has been continued - the use of the reporting feature for building technology – since the school is a secondary school and the emphasis is on the CSEC examination. <sup>98</sup>
8. Effective, accessible, independent, proactive career guidance, backed by solid career information (supporting)	No	According to the LMS, very little is known about careers that require TVET and the certification with which it is associated.
9. There is a well-developed qualification framework and clear articulation within the education system so that students can identify pathways that lead to professional qualification	No	Interviews indicated that while programmes exist within the system, there is no complete articulation in the form of a systematic Framework.
10. Work-based learning is systematically integrated into all programmes	No	Students take part in job attachments. Employers have commented favourably on the job attachment of students from the now defunct Vieux Fort TI. Interviews revealed that the private sector were consulted about curriculum and were involved in the development of job placements for students of the now defunct Vieux Fort TI.
11. Graduates committed to life-long learning	Yes	Interviews indicated that graduates were willing to study and that the lack of financial resources was a significant limiting factor.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
81% - 100% of Sub-Criteria Met	4	Highly Satisfactory
51% - 80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Foundational
<50 % of Sub-Criteria Not Met	1	Developmental
<b>Score: 1 – Developmental. Justification: 18% of Sub-Criteria Met</b>		

<sup>98</sup> Interviews, 2014

## Enhancement of Technical and Vocational Education and Training - Belize

### Relevance

5.13 The project was consistent with the goals of the Government of Belize (GOBZ) and with CDB's corporate goals. It also addressed the cross-cutting themes of poverty and gender through the introduction of a form of education that was historically not accessible to disadvantaged groups. Locating ITVETs in rural locations made TVET education more accessible to poor and vulnerable groups in rural communities. The project was designed to improve employment opportunities by making a practical "skills-based" programme accessible to adolescents in both urban and rural areas. GOBZ viewed TVET as a means to stimulate the Belize economy. Four ITVETs were established in rural areas to enable access to relevant programmes by those for whom travel to Belize City would have been a challenge. It was also envisioned that citizen security would be positively influenced by the project.

5.14 Relevance of a project to communities is enhanced when there is substantive input from development partners. Interviews and focus group meetings with stakeholders at all levels indicated that the involvement of users, community and industry was non-existent in the design of ITVET, equipment selection and inherent curriculum. The view of most users was that the facilities and physical space were out of sync with the requirements of programmes to be offered.

**TABLE 5.17: RELEVANCE PERFORMANCE EVALUATION MATRIX – TBZ**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Assessment of Problems, Opportunities, and Lessons at time of Approval are adequate (includes assessment of CDB's cross-cutting themes)	Yes	Appraisal Report and PCR confirmed that the Project addressed the cross-cutting themes of poverty, gender, institutional development, and citizen security
2. Project is consistent with BMCs development priorities and CDB's corporate goals	Yes	Belize Education Sector Strategy 1999 – 2003 Appraisal Report <sup>99</sup> ; PCR. Review of Appraisal and PCR compared with CDB's Strategic Plan, Poverty Reduction Plan and Country Strategy Paper.
3. Project was developed in partnership and involving government, employers and trade unions	No	PCR, Interviews and Survey. While the project had significant involvement of government stakeholders and was designed to have a National Training Council, a National Apprenticeship Programme and a Technical Advisory Committee, there is no evidence of a significant operational partnership existing with employers and trade unions.
4. Choice of Modality and Instrument	Yes	Appraisal Report and PCR
5. Degree of coordination and/or complementary with development partners	Yes	Appraisal Report
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 5] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 to 5] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [3] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 and 2] Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: Sub-Criteria 1, 2, 4 and 5 Met</b>		

<sup>99</sup> Appraisal Report, BD Paper 86/00: Section 2.02, Page 2

5.15 The project was rated *Satisfactory* for Relevance as shown in Table 5.17. Stakeholders interviewed also expressed support for the intent to provide educational avenues for disengaged youth and CXC graduates while providing a setting to improve competency-based training for a range of community needs. The concept of a demand-based curriculum was unanimously supported, yet industry partners were unaware of the availability of a mechanism to communicate their labour needs to the education system.

### **Effectiveness**

5.16 The two key expected outcomes of the project were: (i) more students graduating from TVET programmes; and (ii) more students entering TVET programmes from pre-technical programmes.

5.17 The planned outputs to achieve the expected outcomes were:

- (a) construction of five CETs and the refurbishment of two existing TIs;
- (b) installation and commissioning of requisite equipment; and
- (c) identification and training of staff, the adaptation, development and standardisation of programmes/curricula, finalisation of mechanisms for articulation, testing and certification.

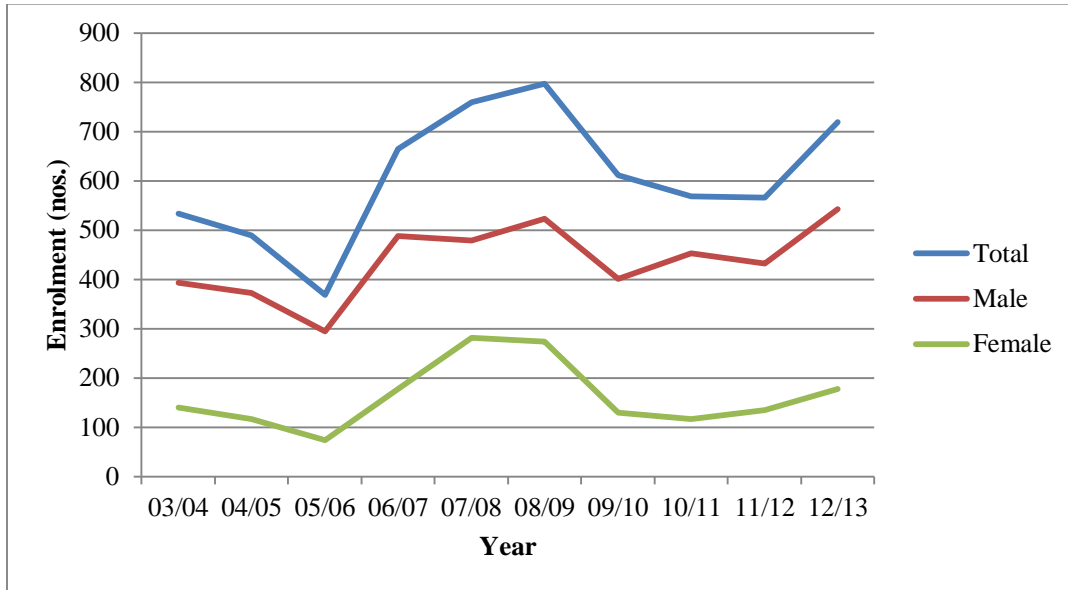
5.18 The project completed the construction of four CETs (Orange Walk, Corozal, Stann Creek, Toledo) and refurbishing of two institutions (Belize City and Cayo). Over 70% of the employers responding to the survey believed that the programmes were in the right locations for accessibility. Vocational learning tools were purchased in sufficient quantities. Several of those interviewed commented that procurement and installation of equipment was not supported by sufficiently educated technical staff. It was felt that there was a void in terms of a strong TVET educator leading the task of designing and equipping institutional classrooms, particularly in that they would understand the inherent pedagogy and activity required for the classroom. This lack of technical expertise led to the procurement of “home quality” tools rather than those designed for regular industrial use. While an initial cost-saving, this represented a “false economy” and, predictably, the outcome was tool failure after a very short time with few resources to replace the equipment. Appendix 10 provides details of the site visits to one of the CETs.

5.19 The instructional classrooms were not equipped with any computers or digital projection. Minimal computer use (even instructor) in classroom teaching was observed. The PCR indicated that instructors were provided with professional development and the curriculum was enhanced. Despite the successes associated with new and enhanced facilities and investment in HRD, there was cancellation of a number of critical components. These included a public awareness campaign which was designed to enhance the image of TVET and boost enrolment, instructor training (including fellowships), study tours, and the creation of additional classroom space

5.20 At completion of the project, student intake was 26% of the projected numbers. The PCR stated, and interviews confirmed, that the projections for the number of graduates were too optimistic given the low secondary enrolments. It is most unlikely that the projections could have been met.

5.21 Enrolments in TVET increased by 35% between 2003/04 and 2012/13 with male enrolment increasing 28% and female enrolment increasing 26%. Enrolment peaked at 797 in 2008/09 and then fell to 611 in 2009/10 and further to 566 in 2011/12. It has since recovered but not to the level of 2008/09. The drop in enrolment may be a reflection of the economic downturn prevailing at that time. TVET enrolments over the period 2003-2013 are presented in Chart 5.1.

**CHART 5.1: TBZ ENROLMENT BY GENDER 2003 – 2013**



5.22 The Project hoped to address unemployment levels by providing access to TVET in two rural areas that had high levels of unemployed: Corozal and Toledo. Enrolment at Corozal has fallen 54% (from 153 students to 71) between 2003/04 and 2012/13. Enrolment at Toledo has nearly doubled (from 31 students to 59 students).

5.23 Under the category of adverse effects, environmental and safety issues arose. Appropriate ventilation was not fully considered in building design, especially in areas of welding and carpentry. In the ITVETs visited, managers were aware of these deficiencies and were doing what they could to compensate. Furthermore, the vaulted ceilings allow both dust and high levels of noise to pass in to adjacent classrooms. The Stann Creek location has suffered severe setbacks due to flooding of the institute in 2008. The susceptibility to flooding due to poor drainage of the site predisposes the institute to equipment damage and health risks (Dengue/Chikungunya) to staff and students. The project was rated *Satisfactory* for Effectiveness as shown in Table 5.18.

**TABLE 5.18: EFFECTIVENESS PERFORMANCE EVALUATION MATRIX – TBZ**

Sub-Criteria	Evaluation	Evidence and Explanation
<b>Outcomes:</b> Enhance the quality and capacity of the TVET sub-sector of Belize to satisfy the skilled manpower needs, at the intermediate level, of the various contributing economic sectors and to increase access to a wider cross section of the population.		
1. Achievement of the desired Outcomes as Defined in the LFM/RFM:	Yes	PCR, Interviews, Ministry records. Actual outcome at project end – 308 diploma graduates and 267 seminar and customised graduates. Unemployment: 2010 – 30,180; 2013 – 17,375 TVET enrolment has increased 35% since 2003/04 and 16% since 2009. TVET enrolment: 2009 – 26,041; 2013 – 30,292
2. Realism of the Expected Outcomes Defined in the LFM/RFM	Yes	Appraisal Report, PCR
3. Factors Influenced the Achievement of Expected Outcomes	No	PCR and Interviews. The enrolment projections were not attained.
4. Influence of Implementation Process on Outcomes	Yes	PCR and Interviews – Delayed implementation led to reallocation of counterpart contributions
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 4] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 and 4] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [4] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 3] Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: Sub-Criteria 1,2 and 4 are Met</b>		

### Efficiency

5.24 The project was ambitiously slated for two years and concluded after 9 years. The Project ended \$2.7 mn over budget (refer to Appendix 5). The Government of Belize (GOBZ) funded this entire cost overrun. Over the implementation period, PSRs rated the cost efficiency of the project as Satisfactory although the justification indicated that “Cost efficiency has been compromised by the extended delays experienced in completing key project components. Final project costs are now expected to be well over project estimates”<sup>100</sup>. The PCR rating was Unsatisfactory and the PCVR concurred with this rating<sup>101</sup>. It is not believed that the economic benefits were achieved at least cost. At project completion it was estimated that approximately 26% of projected outputs was achieved.<sup>102</sup> The project’s Efficiency was rated *Unsatisfactory* and the results are presented in Table 5.19.

<sup>100</sup> PSRs 2001-088.

<sup>101</sup> The PCR rated Efficiency *Unsatisfactory* under the PPES. At appraisal the Economic Rate of Return was estimated at 15% (social rate) and 39% (private rate). The PCR re-estimation was negative (-3%) for the social rate, based on rough estimates of productivity derived from the actual and appraised number of graduates from the CETs compared with the appraised cost and benefit stream. PCVR: Paragraph 3.05, Page 13.

<sup>102</sup> PCR (2012), Paragraph 3.05, Page 10: At appraisal, the projected annual output of TVET graduates was 1,393 diploma graduates and 850 seminar and customised course graduates. The PCR stated that the actual output in 2009 was 309 diploma graduates and 267 seminar and customised course graduates, or approximately 26% of the projected outputs.

**TABLE 5.19: EFFICIENCY PERFORMANCE EVALUATION MATRIX – TBZ**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Sound conceptualisation and robust assumptions applied to achieve the objectives on a sustainable basis	No	PCR and Interviews – Given the secondary level enrolments, the projected TVET enrolments were unachievable
2. Identification and assessment of alternatives available for generating the expected results with less resources	Yes	Appraisal Report, PCR and Interviews – The project was appraised on the basis of least cost. The current structure and management is a most efficient model given the constraints which exist in Belize
3. Cost-efficiency/effectiveness in achievement of results and outputs	No	PCR and Interviews – the Economic Rate of Return, which was estimated at appraisal at 15% (social rate) was re-estimated in the PCR to be negative (-3%) for the social rate, based on estimates of productivity derived from the actual and appraised number of graduates from the CETs compared with the appraised cost and benefit stream. Changes in management and insufficient expertise led to poor decisions or delayed decisions.
4. Appropriateness and justification for the level of resources applied and the outputs achieved	No	PCR – Project management costs were much too high for this project. Carrying no insurance and losing an estimated \$1.8 million in operational capacity was a serious challenge to this project.
5. Quality, timeliness and appropriate utilisation of services and capacities created	No	PCR – Substantial delays in project resulted in over utilisation of services and capacities
6. Management performance and implementation efficiency	No	PCR – Delays in government decision making, delays in procurement and delays in counterpart funding are a direct result of weak management performance
7. Criteria and methodology used in the selection of the implementing agency	No	PCR and Interviews – The implementing agency was not technically proficient to make some of the decisions surrounding the selection of equipment and the appropriate school design.
8. Achievement of outputs within the planned implementation period	No	PCR – It took 6 years beyond the planned implementation period for the outputs to be realised
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 8] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,6 and 8] Met	3	Satisfactory
Sub-Criteria [3,6 and 8] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,3,4,6 and 8] Not Met	1	Unsatisfactory
<b>Score: 1 – Unsatisfactory. Justification: Sub-Criteria [1,3,4,6 and 8] Not Met</b>		

### Sustainability

5.25 The PCR rated the sustainability of the project as Marginally Unsatisfactory. However, based on more current information and observation obtained in this evaluation indications are more positive. GOBZ has assumed the cost of operating the ITVETs and this is a substantial contribution to project sustainability. In addition, GOBZ is supporting the operation of the Employment Training and Education

Services (ETES)<sup>103</sup> which coordinates the delivery of TVET. Members of ETES are active participants in CANTA and are working toward the implementation of CVQs. ETES, which is responsible for curriculum development, is collecting labour force data to inform new curricula. ITVETs are working closely with industrial partners to obtain student placements. These developments indicated that a strong TVET foundation has been established and that those leading TVET initiatives know what needs to be in place for an effective system.

5.26 Belize is in the process of developing a new HRD Strategy. It is envisioned that this Strategy will further emphasise the importance of TVET and will guide the government in allocating additional resources to development of the TVET system.

5.27 Professional development, career counselling and equipment maintenance appear to be major challenges to fully achieving project outcomes. Observations during site visits noted a range of obsolete and non-functional computers situated in designated laboratory spaces. Enquiries concerning refurbishing/maintenance budgets, revealed that there were no separate budget allocations for equipment maintenance and replacement, and that maintenance was part of capped general operating budgets. This problem was exacerbated for the facility at Stann Creek where significant flooding and equipment damage occurred in 2008. The damage resulting from the flood was estimated at \$1.8 million and there was no insurance coverage to defray this expenditure or part thereof.

5.28 The recruitment and professional development of qualified instructors continue to be a challenge. Those with appropriate industrial qualifications can earn significantly more as practitioners and are therefore not drawn to teaching. This leaves ITVET's with shortages in key instructional areas at sometimes low levels of certifiable teaching credentials.

5.29 It was noted and confirmed by the PCR, that Belize is moving forward to developing a fully articulated educational framework. This will enable students to identify educational pathways. Table 5.20 presents the results of the assessment of the project's Sustainability which was rated *Satisfactory* and Table 5.21 provides the overall composite score and performance rating for the project which was *Marginally Unsatisfactory*.

---

<sup>103</sup> Functions are: to provide quality occupational employment training and education services to empower youth and adults through the development, monitoring, and expansion of modernised technical and adult education programs; coordinate a national system for improved and effective delivery of Employment Training and Education Services; engage in research and policy development of programmes to improve quality coverage and delivery of TVET within Belize; create linkages with economic development activities and the education and training services; maintain ETES administrative effectiveness at the national and local level; ensure human, fiscal and logistical resources for the effective and efficient operation of ETES.; increase the spectrum of trained certified personnel within Belize's labour force through the development of relevant standard based occupational programs; develop and implement a comprehensive training of trainers program for instructors, administrators and supervisors; and act as the Secretariat of National Council for Technical and Vocational Education and Training (NCTVET), Belize. Source: Ministry of Education, Youth and Sport, GOBZ website: <http://www.moe.gov.bz/>.



**TABLE 5.20: SUSTAINABILITY PERFORMANCE EVALUATION MATRIX – TBZ**

Sub-Criteria	Evaluation	Evidence
1. Availability of adequate and effective demand for the intervention's outputs	Yes	Interviews and surveys:- 80% of the employers responding to the survey indicated that they will require technical staff in the next 3 years with 13% of them anticipating that they will need between 11 and 20 employees with technical education; 84% of employers indicated that they will require new administrative and clerical staff; and 60% of respondents have hired TVET graduates in the past 3 years and 76% anticipate that they will be hiring TVET graduates in the next 3 years with close to 7% of them forecasting that they will be hiring more than 10 persons.
2. Pricing of outputs reflecting the cost of production	N/A	
3. Financial viability of operating entities	Yes	Interviews and inspection:- ITVETs are now in operation with government support
4. Presence of policies and procedures to ensure continued funding for operation and maintenance of the assets financed	Yes	Interviews: – ETES and ITVETs are part of the operating budget of MOE.
5. Resilience to risks of net benefit flows and sensitivity of the intervention to changes in the operating environment	No	Interviews: – GOBZ is still in a very vulnerable financial position. A major economic event could alter the viability of ITVETs. However, GOBZ remains committed to TVET development.
6. Application of appropriate policies to ensure the maintenance of required human resources	Yes	Interviews and budgets: - indicated that ETES and ITVETs are institutionalised
7. Adequacy of policies, institutions, market and regulatory environment	Yes	Interviews and inspection: – ITVETs are formed and every effort is being made to ensure that they are populated with students
8. Government ownership of and commitment to the intervention	Yes	Abstract of Educational Statistics for 2012-13 shows that funding for TVET has remained constant at 2% of the Education recurrent expenditures. Further, a TVET unit is in place and curriculum is being developed. There is commitment by the government to ensure that ITVETs are fully subscribed.
9. Adequacy of incentives for continued stakeholder participation	Yes	Interviews and Documentation – a LMS was completed in 2012. ITVETs seek feedback from employers. There is still a way to go with this as nearly half of the employers responding to the Evaluation Team's survey indicated that they do not have input into the development of programmes at the TIs.
10. Low level of political and other risks	Yes	Interviews and Observation – ITVETs are operating and there is a commitment to provide qualified staff and develop the curriculum.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 10] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,5,8 and 10] Met	3	Satisfactory
Sub-Criteria [3,4,5,6 and 10] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 5] Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: Sub-Criteria [1, 3, 4, 8, 9 and 10] are met.</b>		

**TABLE 5.21: COMPOSITE (AGGREGATE) PERFORMANCE SCORE AND RATING - TBZ**

Core Criteria	PERFORMANCE RATING				CORRESPONDING SCORE
	RATING [ X ]				
	HS	S	MUS	US	
Relevance		X			3
Effectiveness		X			3
Efficiency				X	1
Sustainability		X			3
<b>Total Score</b>					<b>10</b>
<b>Average Score</b>					<b>2.50</b>
OVERALL ASSESSMENT					
HS	Highly Satisfactory		>3.25 and ≤ 4.00		
S	Satisfactory		>2.50 and ≤ 3.25		
MUS	Marginally Unsatisfactory		>1.75 and ≤ 2.50		X
US	Unsatisfactory		>1.00 and ≤ 1.75		

### Borrower and/or EA Performance

5.30 The country representatives did not participate significantly in the design of the project. The design process was flawed in that it did not involve enough end-user or stakeholder input. The PCR also noted that communication between the PCU and project stakeholders could have been enhanced and that CDB should ensure that the PSC hold regular meetings by requiring minutes of meeting to be recorded. The PCR and interviews confirmed that early challenges in the PCU resulted in project delays. Furthermore, while some CDB documentation reported monitoring by a PSC early in the Project, there was no evidence that the PSC met regularly or reviewed the reports of the PC. No one interviewed recalled meeting with or reporting to a PSC. The PC provided regular reports to the CEO and investment reports to CDB. Records indicated that thorough M&E of project progress do not exist; particularly reporting of progress on items contained in the LFM. The structural challenges were exacerbated by delays in establishing the project office and the selection of project staff poorly suited to project monitoring and coordination.

5.31 Project implementation was complicated by changes in vision for the institutions resulting from changes in political leadership. Stakeholder interviews revealed that there was a vacillation between the vision of the CET which serve school graduates and ITVETs which have a greater focus on disengaged youth caused a slowing of the implementation and deterred from meeting enrolment projections. Furthermore, the plan to have organisations such as the Young Men’s Christian Association, Four H Clubs and Young Women’s Christian Association offering Level 1 training to support the CET model never materialised.

5.32 There was not a reliable basis for corporate level oversight and management of the project. There was inadequate monitoring of progress or expenditure throughout the implementation period. An inordinate amount of time was apparently involved in determining the function of the institutes and the target population to be served by the institutes. The TVET Council had some influence with regard to the coverage of the CET/ITVET. The TVET Council appeared to be quite adamant to maintain the old Technology Institute model (from Belize Technical College) of accepting high school graduates. The transformation of CETs to ITVETs did not meet favour with the TVET Council because it departed from the traditional model and offered technical career access to a wider range of students, including disengaged youth, a government goal. In addition, despite their broad-based component expertise, the TVET Council wielded little influence on the system in terms of curriculum development or movement towards NVQs/CVQs. Human Employment and Resource Training (HEART) Trust® of Jamaica was relied upon to supply competency-based curriculum which Belize in turn modified to suit the country’s goals. This imported foundational curriculum had been constructed on the premise of industrial feedback.

**TABLE 5.22: BORROWER/EA PERFORMANCE EVALUATION MATRIX – TBZ**

Sub-Criteria	Evaluation	Evidence
1. High-level support for the intervention; adequacy and timeliness of the provision of counterpart funding	No	Interviews indicate that, while there was support for the intervention, the fiscal situation in Belize was challenging. The challenge grew when the Project lasted longer than expected and it was necessary to support a project management unit for a longer period of time.
2. Timeliness in meeting loan effectiveness requirements (CP to first disbursement)	No	Registry file indicated that CP were met 23 months after the expected date.
3. Timeliness of establishment of administrative and technical mechanisms for management and implementation	No	Interviews indicated that the initial PMU did not have appropriately qualified personnel to assess the designs for the schools and that the PMU relied on the technical ability of those in ITVETs to ensure the adequacy of TVET equipment. The latter were also not appropriately qualified to determine the adequacy or completeness of the equipment. It was not until the loan was very close to being compromised that appropriate personnel were appointed.
4. Administrative capacity of project steering/implementation committee; effective coordination arrangements between cooperating agencies, staff quality, etc.	No	Interviews indicated that a PSC did not meet. The Project Manager reported to the CEO and provided regular reports. PCVR - project execution suffered as a result of problems of project management relating to the establishment and operation of the PMU; assignment of staff was reportedly a very protracted process; resignation of key personnel during project implementation caused long breaks and delays in project execution; and assignment of persons who were apparently unsuitable for the tasks assigned.
5. Timeliness of procurement process for consultancy services, equipment, supplies, quality control of implementation performance	No	PSRs indicated that procurement processes lagged and slowed project progression
6. Compliance with terms and conditions and procurement guidelines	No	Interviews indicated that procurement processes early in the intervention were problematic
7. Adoption of agreed policy, financial and institutional reform measures; mitigation of inconsistencies	Yes	PSRs and PCR indicated Borrower/EA agreement with policies and reform measures. Achieving the CP also demonstrated compliance.
8. Timeliness and accuracy of submission and dispatch of disbursement claims	Yes	Indications from PSR's and PCR were that the submission and dispatch of disbursement claims were appropriately managed.
9. Adequate revenue/budgetary resources available for sustained operation and maintenance of the intervention's assets	No	Inspection revealed equipment that was not working. Interviews indicated that maintenance is centrally managed and it is difficult to replace or repair equipment due to lack of resources.
10. Participation at the design and preparation stages, support for supervision, stakeholder consultation	Yes	The Appraisal Report indicated supervision support was provided. Interviews confirmed supervision support was readily available. The Appraisal Report and interviews confirmed that stakeholder consultation focussed more on the location of ITVETs than on the design.
11. Effective coordination and cooperation of implementing agencies' in the engagement with stakeholders and boundary partners	Yes	The Appraisal Report identified other projects in the sector that complemented the TVET intervention
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 11] Met	4	Highly Satisfactory
Sub-Criteria [1 to 7] Met	3	Satisfactory
Sub-Criteria [2,3,5 and 7] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 to 9] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: Sub-Criteria [2, 3 and 5] are not met. While 7 has been met, several other Sub-Criteria have not</b>		

5.33 There was no monitoring and management system in place to track the outcomes of the risk mitigation strategies implemented by the country's project management team. CDB's PSR provided the only medium to record issues and challenges during implementation. However, the PSRs did not contain enough practical and pertinent information to guide a project this size.

5.34 CDB rated the performance of the Borrower/EA as Marginally Unsatisfactory. Based on the review of the project documents and country discussions, the Evaluation Team concurs with rating. The structural and staffing issues in the PCU contributed to delays in project execution. Furthermore, while the data requirement to inform programme development (that is prescribed by the OECD for effective TVET programmes) was described in the Appraisal Report, the PCR noted that provision was not made to strengthen the capacity of the CETs to collect, analyse and disseminate the data. Since the conclusion of the project, two systems have been installed by ETES for M&E. ETES are also conducting labour market sampling and have instituted the use of systematic employer feedback surveys for students placed on work assignments. Formal tracer studies are still to be conducted. The performance of the Borrower/EA was rated *Marginally Unsatisfactory* and the details of the assessment are shown in Table 5.22.

### **CDB Performance**

5.35 The technical support provided by CDB was critical to the achievement of project success. ITVET's were unanimous in stating that CDB's support was exceptional with regard to issues of procurement, claims processing and disbursement procedures. Systematically, CDB should have received more scheduled standardised reports regarding technical issues relating to mismatches in equipment and programme intent to be able to provide guidance in a timely manner. By all accounts CDB was extremely supportive in providing technical assistance and advice to the Ministry especially with regard to procurement.

5.36 Risks were adequately considered at Appraisal but there was little evidence of regular monitoring and management of those risks. Projections of student numbers were overly optimistic given the population of potential clients in the school system. The project design did not include fail safe measures for unforeseen cost or delays. The lack of fiscal accountability led to delays and cancelled components.

5.37 The PCR<sup>104</sup> noted that there was no record that reported total project costs were rigorously scrutinised by CDB staff during project implementation. Staff may well have communicated with the PCU by telephone and electronic mail in respect of the investment costs of the project but there is no record of communication in the Registry files in respect of cost overruns. CDB's Performance was rated *Marginally Unsatisfactory* based on the evaluation results presented in Table 5.23.

5.38 Tables 5.24 and 5.25 present the results of an Impact Assessment and Comparison with Accepted Good Practice, respectively, for the project.

---

<sup>104</sup> Section 2.13

**TABLE 5.23: CDB PERFORMANCE EVALUATION MATRIX – TBZ**

Sub-Criteria	Evaluation	Evidence
<b>I Quality at Entry</b>		
1. Strategic relevance and approach defined	Yes	Appraisal Report
2. Clear statement of development objectives and expected results represented in an LFM /RFM	Yes	Appraisal Report
3. Selection of options to address identified problem	Yes	Appraisal Report
4. Soundness of the interventions design	No	PCR – the projected enrolments were not realizable and this should have been predicted based on secondary enrolment
5. Policy and institutional assessment	Yes	Appraisal Report
6. Technical, financial and economic analyses applied to determine viability of the intervention	Yes	PCR
7. Fiduciary and legal assessment	Yes	PCR
8. Qualitative analysis conducted where benefits are not measurable	N/A	
9. Poverty, Gender and Social Development assessment	Yes	Appraisal Report
10. Environmental, CC and DRM assessment	Yes	Appraisal Report
11. Risk identification and assessment and mitigation measures	Yes	Appraisal Report
12. Implementation arrangements appropriate /realistic	No	PCR – the project timeframe was far too short
13. Roles and responsibilities of borrower, stakeholders and cooperating agencies defined	Yes	Appraisal Report
14. Assessment of borrower and/or EA capacity for timely fielding of consultants and monitoring performance	Yes	Appraisal Report
15. Monitoring, evaluation and reporting arrangements (results framework)	Yes	Appraisal Report
16. Incorporation of lessons learned from related projects	Yes	Appraisal Report
17. Bank inputs and processes adequate, efficient and timely	Yes	Appraisal Report
<b>II Quality of Supervision</b>		
1. QAE characteristics of the design have an acceptable impact on implementation performance	Yes	Interviews, PCR
2. Management of fiduciary and legal aspects	Yes	PCR
3. Timeliness in identifying and assessing threats to achievement of DO's; and action taken	No	Interviews and PCR – the project went on far too long without successful intervention by CDB
4. Adequacy of supervision inputs (budget, staff, technology, systems) and processes	No	Interviews and PCR – CDB staff provided excellent technical guidance to BMC. Nine supervision visits were conducted over the 8-year period.
5. Adequacy of beneficiary targeting and use of annual project planning and progress monitoring	Yes	PSRs and PCR
6. Analysis of key quantitative and qualitative data to assess progress towards expected outcomes	No	Measurable outcomes were described in the Appraisal Report, but there was no evidence that they were tracked throughout the project. There was little documentation related to M&E of the project. The Registry files contain PSRs which are not frequent enough or thorough enough to serve as management tools.
7. Timeliness and quality of responses to requests for changes during implementation	Yes	Interviews - with current and previous Ministry Project Managers.
8. Supervision staff continuity; and frequency, composition and length of supervision missions	Yes	Interviews - There was a change in CDB's supervision personnel during the project but this did not disrupt project supervision significantly. The composition and length of supervision missions were appropriate.

Sub-Criteria	Evaluation	Evidence
9. Timeliness, candour and realism in reporting progress, results, issues and time-bound actions	No	PCR, Interviews - Time constraints resulted in a failure to realise both time-bound and financial objectives
10. Degree of consistency between performance progress, results, issues/constraints and rating	Yes	Interviews, PSR's and PCR – The reports appeared to be accurate and internally consistent
11. Timeliness and quality of reviews and consultations, integration of findings into implementation plans for the remaining project periods, and subsequent monitoring of any remedial measures	No	PCR, Registry files - While the reviews and consultations occurred as planned, there was little evidence of the implementation of remedial measures to maximise outcomes
12. Efforts to build and maintain good relationships with development partners and stakeholders	Yes	Interviews - CDB staff are highly respected among development partners and stakeholders
ASSESSMENT	SCORE	RATING
90% of I and II	4	Highly Satisfactory
80% of I and II	3	Satisfactory
50% of I and II	2	Marginally Unsatisfactory
<50% of I and II	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: 75% of I and II</b>		

**TABLE 5.24: IMPACT ASSESSMENT – TBZ**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Decrease in unemployment rate	No	Unemployment rate 2001 – 9.3% Unemployment rate 2014 – 12.1%
2. Increase in the number of women taking TVET	Yes	Females enrolled 2003/04 - 140 Females enrolled 2012/13 - 177
3. Increase in the number of women in non-traditional careers	No	Visits to ITVETs - women are accessing hospitality, cosmetology and food preparation programmes; and the number of females in welding, automotive, plumbing, electrical and carpentry are minimal. The number of female instructors in traditionally male occupations is increasing.
4. Reduction in number of disengaged youth	Cannot Rate	Students interviewed - young people enrolled in ITVET's saw a future for themselves; were serious and professional in their attitudes toward higher education. This may eventually lead to less disengaged youth.
5. TVET programmes are preparing students for the workforce	Yes	Students surveyed – 88% believed that they learned the appropriate problem solving skills for the job; 90% felt that they learned the appropriate mathematical skills; 88% believed that their teachers adequately prepared them for work in their chosen discipline; and 85% reported that they received adequate practical experience. Employers surveyed – 33% disagreed that the current TVET programmes are adequately preparing students for the workforce; 41% believed that TVET graduates arrive at their businesses with useful skill sets; and 50% agreed that graduates were aware of the necessary safety standards.
6. Graduates employed	Yes	Graduates surveyed – 31% indicated that they could not find a job; 60% indicated that they were currently working; 77% of those working found their job within a year of completing their studies; 41% were in permanent full-time jobs; and 35% were in temporary full-time jobs.
7. Graduates working in relevant industry	Yes	40% of employed graduates were working in the area of study.
ASSESSMENT	SCORE	RATING
90% of Sub-Criteria Met	4	Highly Satisfactory
80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Marginally Unsatisfactory
<50% of Sub-Criteria Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: 86% of Sub-Criteria Met</b>		

**TABLE 5.25: COMPARISON WITH ACCEPTED GOOD PRACTICE – TBZ**

Sub-Criteria	Evaluation	Evidence
1. Strong data on vocational programmes, including information on vocational programmes in international categorisations and labour market outcomes	Yes	Insufficient data existed within ETES. ITVETs have fairly good information systems and were able to provide enrolment information
2. Consistent funding arrangements so that choices are not distorted by the availability of funds (supporting)	Yes	Educational data for 2012/13 showed that funding for Education was 25.6% of GOBZ recurrent expenditure down from 26.3% in 2008-09. Compared with other BMCs, this is a large government allocation to education. GOBZ's Funding for TVET remained constant at 2% of the Education recurrent expenditures <sup>105</sup> .
3. Mechanisms in place to ensure that the mix of programmes corresponds to the needs of the labour market	Yes	LMS was completed in 2013 but does not include forecasting. TVET Council (includes employers) exists. Curriculum recommendations appear to emerge from ITVETS rather than from TVET Programme Advisory Councils which exist. ITVETs have Advisory Councils
4. Teaching workforce has balance of teaching and industry knowledge	No	Difficulty to attract those with industry knowledge due to high demand and better earnings in industry
5. Adequate literacy and numeracy components built into programmes	Yes	Employers' survey- 50% believe that graduates are lacking in written communication skills. Over 55% believe that they are lacking in verbal skills.
6. Programmes offer opportunities for all and minimise dropout	Yes	Pre-technical programme provides an opportunity for students to explore TVET.
7. Flexible modes of study are offered	No	While the location of some ITVETS in the rural regions of Belize has helped increase access, the location of some ITVETs within the regions makes them difficult to reach without significant travel by vehicle (normally bus). No flexible timetable to facilitate attendance of working adults and parents.
8. Effective, accessible, independent, proactive career guidance, backed by solid career information	Yes	Graduate survey - over 75% were pleased with the career advice that they received.
9. There is a well-developed qualification framework and clear articulation within the education system so that students can identify pathways that lead to professional qualification	No	A National Framework does not exist but will be developed as part of the new Project
10. Work-based learning is systematically integrated into all programmes	Yes	Interviews – Job attachments are provided for all programmes. There is a position at each ITVET responsible for coordinating job attachments. Graduate survey – 74% use equipment similar to that used at their institute. While employers do not agree, 95% of the graduates believe that they learned appropriate safety standards. Only 7% of the graduates found it difficult to arrive at work on time.
11. Graduates committed to life-long learning	Yes	72% of graduates responding to the survey indicated that they planned to enrol in further study.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
81% - 100% of Sub-Criteria Met	4	Highly Satisfactory
51% - 80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Foundational
<50 % of Sub-Criteria Not Met	1	Developmental
<b>Score: 3 – Satisfactory. Justification: 73% of Sub-Criteria Met</b>		

<sup>105</sup> Belize Abstract of Education Statistics 2012-13: Figure 19, Page 50.

## Conclusions and Lessons Learned

5.39 The evaluation and PCR that were completed have identified lessons from this project that could inform future CDB supported TVET projects:

- (a) CDB should ensure orientation of new personnel when there are changes in critical project supervision staff;
- (b) critical issues which can affect project implementation and outcomes should be specifically included as issues to be supervised rather than to be simply stated as assumptions which are not monitored;
- (c) curriculum development and assessment frameworks must outpace programme delivery in order that as institutes complete levels, curriculum and assessment modalities are available for them to move to higher levels;
- (d) continuous appropriate pedagogical training of instructors is required if instructors are to develop competence to deliver programmes beyond entry level;
- (e) certification and the need for appropriate pedagogical education of instructors are critical to the overall success of TVET in Belize;
- (f) compliance by BMCs to implement the M&E system incorporated in the project design would facilitate timely reporting of relevant project data;
- (g) certification of programmes raises profile - Belize as a country, represents yet another regional example of how important the reputation of programmes can shape applicant numbers. It is pivotal that students see potential in attending ITVETS. To this end, every effort should be made to promote NVQs as the “currency” for skilled labour in the country. The ideal is to have all core programmes leading clearly and logically to NVQ certification. The competency-based education should be clearly articulated and all members of the system from student to parent to instructor to employer, through effective promotion, should understand what an NVQ encompasses and what opportunities it affords;
- (h) end users should influence design- To avoid simply an “inheritance” of a facility and curriculum by the end users, local industry, participant educators and administrators should be involved in the design of TIs;
- (i) technical leads are necessary- All projects that place technical equipment in unique work settings with intentional specialised teaching should involve monitoring by a “technical lead” who understands fully the complex interface of pedagogy-tools-learning space. This lead would have an intimate understanding of the curriculum to be offered in the institutional setting. Ideally this expertise should exist both at the project management unit and the loan agency supervisory level. This necessarily avoids mismatch in design equipping and ultimate programme implementation.
- (j) labour market information (LMI) is important - A continued effort must be made to collect information from employers to inform curriculum design that is competency-based and demand driven. It is not advisable to wait for the emergence of technology-assisted systems but instead, to be diligent in using traditional sampling techniques to regularly monitor industrial needs. This necessitates creating a facile system in the ETES such that institutes can quickly respond with relevant curriculum proposals in a standardized procedure and format. Involvement of community and industrial leaders are crucial in defining upcoming



opportunities for the country and educationally, getting “ahead of the wave” of immediate skills need.

- (k) tracer studies inform curricular foci- Institutes should maintain comprehensive records of the transition of graduates to industry. The success of students, as they integrate into the working world, speaks directly to the articulated competencies in each programme and furthermore highlights the need to do regular and iterative curriculum review in an effort to maintain relevant curriculum.
- (l) improving instructor competency will build national capacity - the government should commit to a professional development schedule that brings instructors to at least a level 3 competency in their field. The following possible models could be considered:
  - (i) In a rotating summer-based model, Caribbean experts could be brought to singular institutional locations to offer upgrading of all country instructors in a core area. A competency-based model would necessarily lead to an increase in certification level. In lieu of course upgrade costs, instructors would be contractually committed to 5 years remaining in the system as an instructor. These trainees would also be compelled to act as mentors and trainers for incoming instructors in the same core area. This model could be extended to other regions of the Caribbean, i.e. singular experts visiting several countries to “train the trainers”;
  - (ii) While less effective and arguably more expensive, a cohort of instructors in a core area could visit a Caribbean site where the expertise exists and undertake an intensive summer upgrade programme. Again an instructor commitment to remain in the system should be sought; and
  - (iii) A single instructor for each core area in the country could be selected and contractually obligated to visit the expertise in a Caribbean region for industrial upgrading and return to Belize with a 5 year commitment to educate/upgrade the remaining instructors (in the core area) through evening or summer programmes. This again could be extended to the greater Caribbean region by creating a cohort of core-area instructors built from a representative from each country. They would all congregate at the expertise site and return to their countries upgraded and prepared to educate their peer instructors. While expertise centres in other countries may have significantly more equipment that helps afford skills upgrading, the upgraded instructor can then offer leadership in equipment procurement as the country moves to level 3 certification potential.
- (m) encourage women to study in non-traditional careers - The ITVET system requires a broader range of curriculum influence that includes not only ETES, ITVET Managers, ITVET Council and Industry but a stronger voice from traditionally female-dominated industries. With the assistance of LMI and through team-based institutional approaches, curriculum proposals that are both community and gender sensitive have the potential to improve intake numbers. The growing institutional propensity of females both as instructors and students in traditionally male-dominated industries should be celebrated at every turn. While potential students make choices inextricably linked to cultural notions, female role models in the trades are slowly becoming a world norm and should be accentuated in promotional activities. In an effort to encourage females to apply for traditionally-male dominated trades, the government should consider an affirmative action programme that reduces tuition for said applicants.

- (n) ensure compliance by the BMC with CDB's project management requirements defined in the terms and conditions of the loan. New staff in PSCs and PMUs should be properly oriented. Cooperating agencies should be fully cognisant of their roles, responsibilities and reporting requirements to avoid misconceptions, delays, and lack of accountability. Steering committees, ETES, project management units etc. should all be clearly apprised of a carefully delineated set of responsibilities so as to avoid confusion in "hand over" activities that are inherently part of a project implementation. Regular reporting (at all levels) through standardised checklists (signing off protocols) concerning design, procurement, curriculum, professional development etc. should be supplied to the loan agency supervisor. The reporting schedule should be made available by the loan agency supervisor to each committee from the onset of the project. M&E standards should be set and enforced. Upon addition of new members to committees, units, advisory groups etc., particularly those in supervisory roles, there should be an intrinsic and purposeful indoctrination to the adopted procedures and record keeping of the project.
- (o) work placements provide valuable experience and should be longer - ITVETS should extend work placements in industry to longer timeframes (at least 8 weeks) in order that students experience authentic work place problems and concomitant responsibility. The placement officers should continue to work closely with industrial partners to create (as a team), student assessment tools that demonstrate emphasis on both trade-oriented skills (e.g. numeracy, literacy, dexterity) and soft skills such as communication and collaboration.
- (p) tuition relief is likely to increase access - GOBZ may consider offering student tuition relief that goes beyond scholarships for the exceptional students, especially since the emerging student body is decidedly from a different population. This would be in line with regional initiatives to reduce poverty through education.

5.40 Belize has established an infrastructure that has great potential. The difficulty attracting students is a function of not having a clear definition of the role ITVETs serve in the country. Labour market studies are crucial in shaping innovation around curriculum offerings and this requires significant input from industry to ensure a demand-driven institutional system. The responsiveness, creativity and flexibility of current programming is absolutely necessary as managers repurpose and maximize their resource utility. While efforts to this effect are admirable to date, accessing and creating home-grown expertise of instructors arguably will be the biggest and most influential challenge.

5.41 Building capacity in the country's teaching cadre will have long term reputational impacts that far outweigh the capital spent on promotional efforts. To this end MOE should be committed to industrial training and technology education pedagogy, an emphasis more suitable and timely than standard generalised teacher training. By all accounts, scholarships to offset student costs may have a marginal effect on student intake yet they are no doubt welcomed by students. Leadership in defining academic sequences toward levels of certification are most important for Belize at the country level (NVQs) and that is where the effort should be placed as opposed to pursuing CVQs; the emigration of skilled instructors through broader regional certification is counterproductive at this time. This goal necessitates establishment of working groups that include a range of stake holders that includes ETES and a much greater input from the TVET Council and industrial representatives.

## University Of Technology Enhancement Project - Jamaica (UTJA)

### Relevance

5.42 The Appraisal Report indicated that the Project was designed to assist the Government of Jamaica (GOJ) in achieving its tertiary education enrolment targets by enhancing the capacity of UTech to increase the provision of quality tertiary education. Specifically, the project provided for construction of classrooms, lecture theatres, laboratories, staff training, and the development of an institutional framework that would facilitate diversification of UTech's income stream. The Relevance of the project was rated *Highly Satisfactory* and the justification is presented in Table 5.26.

**TABLE 5.26: RELEVANCE PERFORMANCE EVALUATION MATRIX – UTJA**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Assessment of Problems, Opportunities, and Lessons at time of Approval are adequate (includes assessment of CDB's cross-cutting themes)	Yes	Appraisal Report Four key lessons learned and an extensive chart of issues and challenges were cited at Appraisal
2. Project is consistent with BMCs development priorities and CDB's corporate goals	Yes	Also corresponds with: CARICOM goal of 15% of 18-24 year olds being enrolled in tertiary level institutions by the year 2015. GOJ mandate to increase tertiary education enrolment to 30% by 2010, is consistent with CDB's Strategic Objective of fostering inclusive social development; Corporate Priority of expanding access to post-secondary education and training; Special Development Fund VI objective of capability enhancement; specifically support for HRD through improving access to the quality of formal and non-formal education and training, especially for the poor, the disadvantaged, and those living in rural areas; CDB's Education and Training Policy and Strategy; and CDB's Poverty Reduction Strategy.
3. Project was developed in partnership and involving government, employers and trade unions	Yes	CDB personnel worked extensively with GOJ and UTech personnel. Recent LMS informed Appraisal
4. Choice of Modality and Instrument	Yes	Appeared adequate at Appraisal
5. Degree of Coordination and/or complementary with Development Partners	Yes	Appraisal - Coordinated approach to educational development in Jamaica with WB and IDB supporting other aspects of the sector. Other than programme advisory groups at UTech, student and staff surveys, there is little indication of substantial participation of beneficiaries in project design and implementation.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 5] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 to 5] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [3] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 and 2] Not Met	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: Sub-Criteria [1 to 5] Met</b>		

**Effectiveness**

5.43 While some capacity building has occurred, the civil works component of this project was substantially delayed. As a result, there was very little measure of effectiveness. One aspect worthy of note, is UTech’s desire to increase accessibility through the effective use of technology. Since the beginning of the project, UTech has invested in systems and practices that advance technology-supported education. As shown in Table 5.27, the project was rated *Unsatisfactory* for Effectiveness.

**TABLE 5.27: EFFECTIVENESS PERFORMANCE EVALUATION MATRIX – UTJA**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Achievement of the desired Outcomes as Defined in the LFM/RFM:  <ul style="list-style-type: none"> <li>• Increase by 20% the number of Programmes and services offered by 2015</li> <li>• 3,800 additional male and female Students are enrolled in programmes at UTech annually by December 2016</li> <li>• Increase in graduate programmes and applied research by 30% over the next 10 years</li> <li>• Academic staff with terminal degrees increased by 30% by December 2015</li> </ul>	Yes	PSR 2013 - the Project was 30% complete. However, CDB officers report that the number of new programmes has increased by 85% since 2007 and the number of staff with terminal degrees has increased by 70% since 2007. Enrolment growth of 21% recorded – total enrolment increased from 10,728 (males – 4 598, females 6 130) in 2009/10 to 13,016 (males – 5,399; females – 7,617) in 2011/12. While there was no measurable evidence available to determine the extent to which graduate programmes and applied research have increased, it is believed that the outcomes have been substantially achieved.
2. Realism of the Expected Outcomes Defined in the LFM/RFM	Yes	While the achievement of outputs will be influenced by the re-scoping of the project, the expected outcomes have been largely achieved as indicated above <sup>106</sup> .
3. Factors Influenced the Achievement of Expected Outcomes	No	GOJ/UTech fiscal constraints and lengthy procurement process have been major factors in implementation delays. Project implementation period has been extended to take into account GOJ’s fiscal position and project completion is expected to be four years beyond the date envisaged at appraisal.
4. Influence of Implementation Process on Outcomes	No	Implementation delays and lack of effective coordination of sub-project activities to minimise disruption to UTech’s operations and avoid contractor conflicts were major concerns. PSR indicated that disbursements were expected to accelerate as GOJ had advised that an extension of the TDD would not be requested. A reduced project scope would likely result in a reduction in the planned outputs
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 4] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 and 4] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [4] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 3] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory Project was estimated to be 30% complete in 2013 (the completion target was 90%). The PSR also indicated that the project was at risk.</b>		

<sup>106</sup> PSR 2013, Pages 5-8: All Institutional Strengthening consultancies and activities are complete. Work on both the School of Hospitality and Tourism Management and the Electrical Upgrade have experienced significant delays. A number of sub-projects are awaiting Cabinet approval, including the Laboratory Upgrade and Shared Facilities/School of Business Administration. GOJ has advised that an overall re-scoped programme of \$14 mn over 2 (or 3) years is being considered (as opposed to the full appraised amount, \$25.868 mn). The TDD has been extended to June 30, 2015. A Management Analysis/Audit of all aspects of UTech’s operations was undertaken to rationalise resources (staffing) of PMU; and changes were made to the leadership of the PMU. Projects and their implementation were also being reviewed and the results of the audit could impact the timeliness and scope of the project

## Efficiency

5.44 Other than substantial changes in timeline, there have been no deviations from planned inputs, activities or outputs. As UTech is still facing capacity constraints, there have been no improvements commensurate with the substantial investment that is being made. A comparison of projected and actual project costs is provided in Appendix 6. The project's Efficiency was rated Unsatisfactory based on the performance data presented in Table 5.28.

**TABLE 5.28: EFFICIENCY EVALUATION MATRIX – UTJA**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Sound conceptualisation and robust assumptions applied to achieve the objectives on a sustainable basis	Yes	Appraisal Report
2. Identification and assessment of alternatives available for generating the expected results with less resources	Yes	Appraisal Report and PSR
3. Cost-efficiency/effectiveness in achievement of results and outputs	No	The project implementation period has been extended to 2015 to accommodate the fiscal constraints being experienced by GOJ. Project completion is expected to be approximately 4 years beyond the date envisaged originally. GOJ/MOE allocated adequate funds in 2012 to meet the revised schedule but implementation delays have resulted in disbursements not keeping pace with projections. <sup>107</sup> Project management expenditures have exceeded the Project budget and GOJ will be required to meet the additional costs until project completion.
4. Appropriateness and justification for the level of resources applied and the outputs achieved	Yes	Registry files and PSR – All expenditures appear to be properly supported and relevant to the Project
5. Quality, timeliness and appropriate utilisation of services and capacities created	No	Significant delays have hampered the introduction of the enhancements that were expected to produce the project's economic benefits.
6. Management performance and implementation efficiency	No	PSR – There have been challenges in the PMU and a restructuring has occurred. The PMU is sufficiently staffed and it is anticipated that Project resources will be well managed.
7. Criteria and methodology used in the selection of the implementing agency	Yes	Appraisal Report – The process to determine the criteria for the selection of the implementing agency was sound. The subsequent challenges related to personnel and not project design.
8. Achievement of outputs within the planned implementation period	No	CP were met 21 months after the deadline. To date implementation is approximately 3 years behind the schedule indicated at appraisal.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 8] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,6 and 8] Met	3	Satisfactory
Sub-Criteria [3,6 and 8] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,3,4,6 and 8] Not Met	1	Unsatisfactory
<b>Score: 1 – Unsatisfactory. Justification: Sub-Criteria [1, 2, 4 and 7] have been Met</b>		

<sup>107</sup> PSR 2012

## Sustainability

5.45 While a facilities management plan has been submitted, there was no evidence as yet that it is achievable. The financial challenges faced by the GOJ have had the greatest impact on the sustainability of the project. Financial constraints were identified in project planning but the project design did not anticipate the worsening of GOJ's fiscal position to a level that has resulted in the intervention of the International Monetary Fund, and the limitations set on the amount of national debt that can be incurred<sup>108</sup>. The project's Sustainability was rated *Marginally Unsatisfactory* as shown in Table 5.29.

**TABLE 5.29: SUSTAINABILITY EVALUATION MATRIX – UTJA**

Sub-Criteria	Evaluation	Evidence
1. Availability of adequate and effective demand for the intervention's outputs	Yes	The public and private sectors annually recruit from overseas a large number of workers categorised as "Professionals, Senior Officials and Technicians". Recruits from this category comprised 64% of the 5,927 work permits issued in 2006 and are considered to be tertiary level graduates <sup>109</sup> .
2. Pricing of outputs reflecting the cost of production	In progress	Too early in implementation process
3. Financial viability of operating entities	Yes	While UTech has its financial challenges, it is an institution that is supported by GOJ and considered an important contributor to human capacity development. In addition, UTech has a fairly stable revenue stream from tuition fees.
4. Presence of policies and procedures to ensure continued funding for operation and maintenance of the assets financed	In progress	Too early in implementation to be certain. Much of this intervention is infrastructure which will require some level of maintenance to support continued functionality.
5. Resilience to risks of net benefit flows and sensitivity of the intervention to changes in the operating environment	Yes	The major risks to net benefits is a decline in student enrolment and the effect on the revenue stream from tuition fees; and a reduction in GOJ's financial support for operations..
6. Application of appropriate policies to ensure the maintenance of required human resources	Yes	Tenure and promotion policies at UTech will ensure that much is done to retain those in whom investments have been made.
7. Adequacy of policies, institutions, market and regulatory environment	No	The Jamaican system is very bureaucratic which slows processes and impedes developmental progress.
8. Government ownership of and commitment to the intervention	No	PSR – GOJ has indicated that it will not request another loan extension and will move forward with a loan which is re-scoped.
9. Adequacy of incentives for continued stakeholder participation	No	While the public is interested in increased University capacity, there are few stakeholder advocates for this intervention.
10. Low level of political and other risks	No	PSR – the major risk is associated with the vulnerable situation that exists because of the country's very challenging financial position and IMF intervention.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 10] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,5,8 and 10] Met	3	Satisfactory
Sub-Criteria [3,4,5,6 and 10] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 5] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: At this point in the Project Sub-Criteria 1, 3,5 and 6 have been Met</b>		

<sup>108</sup> IMF Country Report No. 14/85, March 2014: Box 1, Pages 7-12: Jamaica's debt burden continues to exceed the benchmark for emerging market economies. The programme aims to reduce public debt to 96% of GDP by 2019/20 through the domestic debt exchange, fiscal consolidation and further direct debt reduction. The fiscal rule will set a floor on the overall balance of the covered public sector, designed to bring public debt down to no more than 60% of GDP by 2025/26. Public debt under the fiscal rule will be defined as the consolidated debt of the covered public sector, netting out cross-holdings of public debt. The 2013/14 budget targets a central government primary surplus of 7.5% of GDP to be achieved through a combination of revenue-enhancing and expenditure-reducing measures.

<sup>109</sup> Appraisal Report: Paper BD 83/07: Paragraph 2.18, Page 11

**TABLE 5.30: COMPOSITE (AGGREGATE) SCORE - UTJA**

Core Criteria	PERFORMANCE RATING				CORRESPONDING SCORE
	RATING [ X ]				
	HS	S	MUS	US	
Relevance	X				4
Effectiveness			X		2
Efficiency				X	1
Sustainability			X		2
<b>Total Score</b>					<b>9</b>
<b>Average Score</b>					<b>2.25</b>
<b>OVERALL ASSESSMENT</b>					
<b>HS</b>	<b>Highly Satisfactory</b>		<b>&gt;3.25 and ≤ 4.00</b>		
<b>S</b>	<b>Satisfactory</b>		<b>&gt;2.50 and ≤ 3.25</b>		
<b>MUS</b>	<b>Marginally Unsatisfactory</b>		<b>&gt;1.75 and ≤ 2.50</b>		<b>X</b>
<b>US</b>	<b>Unsatisfactory</b>		<b>&gt;1.00 and ≤ 1.75</b>		

5.46 The project’s overall performance was rated *Marginally Unsatisfactory* as shown in Table 5.30. The Borrower’s/EA performance was also rated *Marginally Unsatisfactory* as shown in Table 5.31.

**TABLE 5.31: BORROWER/EA PERFORMANCE EVALUATION MATRIX – UTJA**

Sub-Criteria	Evaluation	Evidence
1. High-level support for the intervention; adequacy and timeliness of the provision of counterpart funding	No	While the GOJ indicates support, unwieldy processes slow implementation and result in increased costs and delayed benefits.
2. Timeliness in meeting loan effectiveness requirements (CP to first disbursement)	Yes	PSRs indicated that GOJ complied with the procurement, fiduciary and legal requirements of the project. Quarterly Investment Reports have been received from the PSC which was established to monitor project process and manage risk. Bimonthly reports on project status and implementation were received from the PMU. A 5-year maintenance plan was also received.
3. Timeliness of establishment of administrative and technical mechanisms for management and implementation	Yes	The PMU was established early in the project and has functioned effectively
4. Administrative capacity of project steering/implementation committee; effective coordination arrangements between cooperating agencies, staff quality, etc.	Yes	PSR – Quarterly reports have been received from the PSC which was established to monitor project process and manage risk.
5. Timeliness of procurement process for consultancy services, equipment, supplies, etc; quality control of implementation performance	No	Cumbersome bureaucracy has slowed procurement
6. Compliance with terms and conditions and procurement guidelines	Yes	PSR - UTech has complied with all terms; conditions and procurement requirements.
7. Adoption of agreed policy, financial and institutional reform measures; mitigation of inconsistencies	Yes	PSR indicated that performance has been good
8. Timeliness and accuracy of submission and dispatch of disbursement claims	Yes	PSR - financial functions associated with loan have been strong.

Sub-Criteria	Evaluation	Evidence
9. Adequate revenue/budgetary resources available for sustained operation and maintenance of the intervention's assets	No	PSR – provision of counterpart funding has been challenging.
10. Participation at the design and preparation stages, support for supervision, stakeholder consultation	Yes	Appraisal – significant involvement of UTech officials
11. Effective coordination and cooperation of implementing agencies' in the engagement with stakeholders and boundary partners	Yes	Appraisal –project requires little cooperation and coordination with other partners.
ASSESSMENT	SCORE	RATING
Sub-Criteria [1 to 11] Met	4	Highly Satisfactory
Sub-Criteria [1 to 7] Met	3	Satisfactory
Sub-Criteria [2,3,5 and 7] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 to 9] Not Met	1	Unsatisfactory
<b>Score: 2 Marginally Unsatisfactory. Justification: Sub-Criteria [1 to 7] have not been met as Sub-Criteria 5 has not been achieved. Slow procurement has resulted in implementation delays. GOJ's difficult fiscal position will adversely affect provision of counterpart funding to complete the project.</b>		

### CDB Performance

5.47 While the Evaluation Team examined limited documentation for this project, it did not seem to reflect the very serious state of implementation. The GOJ does not intend to request an extension to the TDD and UTech stands to lose a great deal of infrastructure enhancement with the loss of the funds. Project supervision reports do not reflect attempts to mitigate this situation. It appears as though regular supervision has been occurring but little acceleration of activity from CDB. Table 5.32 provides the results of the evaluation of CDB' performance which was rated *Satisfactory*.

**TABLE 5.32: CDB PERFORMANCE EVALUATION MATRIX – UTJA**

Sub-Criteria	Evaluation	Evidence
<b>I Quality at Entry</b>		
1. Strategic relevance and approach defined	Yes	Appraisal Report
2. Clear statement of development objectives and expected results represented in an LFM/RFM	Yes	Appraisal Report
3. Selection of options to address identified problem	Yes	Appraisal Report
4. Soundness of the interventions design	Yes	Appraisal Report
5. Policy and institutional assessment	Yes	Appraisal Report
6. Technical, financial and economic analyses applied to determine viability of the intervention	Yes	Appraisal Report
7. Fiduciary and legal assessment	Yes	Appraisal Report
8. Qualitative analysis conducted where benefits are not measurable	Yes	Appraisal Report
9. Poverty, Gender and Social Development assessment	Yes	Appraisal Report
10. Environmental, CC and DRM assessment	Yes	Appraisal Report
11. Risk identification and assessment and mitigation measures	Yes	Appraisal Report
12. Implementation arrangement appropriate/realistic	Yes	Appraisal Report
13. Roles and responsibilities of borrower, stakeholders and cooperating agencies defined	Yes	Appraisal Report
14. Assessment of borrower and/or EA capacity for timely fielding of consultants and monitoring performance	Yes	Appraisal Report
15. Monitoring, evaluation and reporting arrangements (results framework)	Yes	Appraisal Report



Sub-Criteria	Evaluation	Evidence
16. Incorporation of lessons learned from related projects	Yes	Appraisal Report
17. Bank inputs and processes adequate, efficient and timely	Yes	Appraisal Report
<b>II Quality of Supervision</b>		
1. QAE characteristics of the design have an acceptable impact on implementation performance	Yes	Appraisal Report
2. Management of fiduciary and legal aspects	Yes	Appraisal Report
3. Timeliness in identifying and assessing threats to achievement of DO's; and action taken	No	PSRs - identified and assessed threats but no evidence of concrete action
4. Adequacy of supervision inputs (budget, staff, technology, systems) and processes	No	PSRs – supervision inputs adequate but no evidence of concrete intervention
5. Adequacy of beneficiary targeting and use of annual project planning and progress monitoring	Yes	PSRs –timely monitoring occurred but should be tied more directly to the LFM
6. Analysis of key quantitative and qualitative data to assess progress towards expected outcomes	No	PSRs –qualitative factors described. Minimal quantitative analysis
7. Timeliness and quality of responses to requests for changes during implementation	Yes	PSRs - client was generally satisfied with CDB support
8. Supervision staff continuity; and frequency, composition and length of supervision missions	Yes	Appraisal and PSRs – consistent staff throughout implementation. Supervision protocol exists.
9. Timeliness, candour and realism in reporting progress, results, issues and time-bound actions	Yes	PSR reflected timeliness, candour and realism
10. Degree of consistency between performance progress, results, issues/constraints and rating	Yes	PSRs - consistency throughout supervision period
11. Timeliness and quality of reviews and consultations, integration of findings into implementation plans for the remaining project periods, and subsequent monitoring of any remedial measures	No	PSRs – No remedial measures indicated. GOJ's challenge with providing counterpart funds should have indicated the need for re-scoping the project.
12. Efforts to build and maintain good relationships with development partners and stakeholders	Yes	PSRs –CDB staff provided valuable support and counsel.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
90% of Sub-Criteria Met	4	Highly Satisfactory
80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Marginally Unsatisfactory
<50 % of Sub-Criteria Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: 86% of Sub-Criteria Met</b>		

### Assessment of Impact

5.48 The Project has produced many of the desired outcomes. While output may be reduced as a result of the re-scoping, this will influence the quality of the facilities. It is anticipated that the capacity building outputs will be realised but is not yet far enough along in implementation to have an impact on HRD. Some development has occurred within UTech as members of academic staff have been provided with professional development opportunities.

### Comparison of Programme with Accepted Good Practice

5.49 Table 5.33 provides the details of UTJA's comparison with Accepted Good Practice Standards.

## Conclusion and Lessons Learned

5.50 The project is significantly behind schedule. GOJ, because of IMF requirements, is managing its debt very carefully, and has decided that it will not request an extension of the TDD. It is likely that a portion of the loan balance will be cancelled.

**TABLE 5.33: COMPARISON WITH GOOD PRACTICE – UTJA**

Sub-Criteria	Evaluation	Evidence
1. Strong data on vocational programmes, including information on vocational programmes in international categorisations and labour market outcomes	Yes	HEART Trust has a significant amount of data on TVET programmes in Jamaica. The Statistical Institute of Jamaica published the results of a Labour Force Study that included information from 2012/14. UTech has this information at its disposal
2. Consistent funding arrangements so that choices are not distorted by the availability of funds (supporting)	No	UTech is subject to changes in GOJ's funding priorities and to the limitations which result from GOJ's current financial challenges.
3. Mechanisms in place to ensure that the mix of programmes corresponds to the needs of the labour market	No	Document review – no evidence of mechanisms in place to guide the development of new programmes that respond to labour market needs.
4. The teaching workforce offers a balance of teaching skills and current industry knowledge and experience (OECD)	Yes	Observations and Interviews - the teaching workforce at UTech consists of those with both teaching skills and current industry knowledge.
5. Adequate literacy and numeracy components built into programmes	Yes	Document review – UTech incorporates transitional literacy and numeracy programmes into its curriculum.
6. Programmes offer opportunities for all and minimise dropout	No	UTech is still not able to meet the demand for some of its programmes. Tuition is an impediment to access and also results in dropout.
7. Flexible modes of study are offered	No	Interviews and Document Review – through this Project, UTech is exploring how the institution might use technology to offer more flexible modes of study but there is no evidence that this has yet been realised.
8. Effective, accessible, independent, proactive career guidance, backed by solid career information (supporting)	Not able to assess	
9. There is a well-developed qualification framework and clear articulation within the education system so that students can identify pathways that lead to professional qualification	No	Document Review – There is a highly developed qualifications framework in Jamaica that fully utilises the CVQs. While HEART Trust is well known for TVET as is UTech, there appears to be little collaboration between the secondary system and these two institutions
10. Work-based learning is systematically integrated into all programmes	Not able to assess	
11. Graduates committed to life-long learning	N/A	Nothing in documentation to indicate this.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
81% - 100% of Sub-Criteria Met	4	Highly Satisfactory
51% - 80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Foundational
<50 % of Sub-Criteria Not Met	1	Developmental
<b>Score: 2 – Foundational. Justification: 50% of Sub-Criteria Met</b>		

## Technical And Vocational Education And Training Loan, Guyana (TGUY)

### Relevance

5.51 The Project is an intervention which was identified in CDB’s CSP for Guyana. The project is also consistent with the overarching goal for the Sixth Cycle of CDBs Special Development Fund of poverty reduction; and its objective of “supporting HRD, particularly through improving access to, and the quality of, formal and non-formal education and training;”<sup>110</sup>. The project was rated *Highly Satisfactory* for Relevance as indicated in Table 5.34.

**TABLE 5.34: RELEVANCE EVALUATION MATRIX – TGUY**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Assessment of Problems, Opportunities, and Lessons at time of Approval are adequate (includes assessment of CDB’s cross-cutting themes)	Yes	Appraisal Report
2. Project is consistent with BMCs development priorities and CDB’s corporate goals	Yes	Appraisal Report PSR’s Special Development Fund VI (Unified) Guyana Education Strategic Plan 2008-2012 CDB’s CSP
3. Project was developed in partnership and involving government, employers and trade unions	Yes	Appraisal Report, Interviews A community needs assessment was done in preparation for the Project. Assessment included students, industry, employers and government officials. A survey helped guide the locations of the TIs. Community members, local industry, and education partners all supported the relevance and need for the TIs.
4. Choice of Modality and Instrument	Yes	Appraisal Report
5. Degree of Coordination and/or complementary with Development Partners	Yes	Appraisal Report
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 5] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 to 5] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [3] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 and 2] Not Met	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: Sub-Criteria [1 to 5] Met</b>		

### Effectiveness

5.52 The rationale of the project was to ensure good practice and industry norms (including international good practice). The TVET Council has developed a “Competency Based Education” curriculum, which is a shift in pedagogy that includes a higher level of hands-on learning and provides students with an opportunity to learn at their own pace. The project’s performance for Effectiveness was rated *Highly Satisfactory* as indicated in Table 5.35

5.53 The design of the facilities was not consistent with the curriculum requirements for delivery of the curriculum and currently there is still considerable theory-based learning. Functioning within the existing physical plant is possible, with some modifications to allow for more instructional space and sound barriers.

<sup>110</sup> Appraisal Report Paper BD 125/08: Paragraph 1.01, Page 1.

The hands-on component of the programme is essential to student success and follows international good practice. Once the competencies have been achieved, students would be ready to enter the work force. All indications were that there were no issues with the competencies of the graduates and, employers are generally satisfied. However, graduates of some of the TIs are not competitive in the job market as they do not receive certificates when their programmes are completed.

5.54 Interviews revealed that one area of weakness in execution related to instructor professional development. The TVET Council was asked to provide direction on the type of training that should be provided to instructors. The Council was slow to respond which resulted in training occurring at a slower pace than anticipated.

**TABLE 5.35: EFFECTIVENESS PERFORMANCE EVALUATION MATRIX – TGUY**

Sub-Criteria	Evaluation	Evidence and Explanation
<b>Outcomes:</b> An enhanced TVET system with the capacity to provide relevant and effective training.		
1. Achievement of the desired Outcomes as Defined in the LFM/RFM:  Pass rates at GTEE increased from 58% to 70% by 2012. – 95% student graduation rate for students in Regions 3 and 5 TIs by 2012. – Occupational and Standards Certification Scheme instituted by 2012. – 60% of all teachers in the TVET system are trained in pedagogy and Management /administration by 2015. – 50% increase in females undertaking programmes in non-traditional areas by 2012. – At least 400 full-time male and female students’ access annually quality training at TIs in Regions 3 and 5 by September 2011.	Yes	2013 PSR - Most of the outcomes are projected to be achieved. The major challenge is attracting females to non-traditional areas and achieving the projected enrolments in TIs in Regions 3 and 5.  MOE Examination Results: Pass rates at GTEE had risen to 73% by 2010 2012 PSR – Standards for key occupational activities achieved 2013 PSR – Teacher professional development is ongoing and likely to be achieved 2013 PSR noted that females undertaking programmes in non-traditional areas was estimated at 5% of total enrolments. No baseline was provided. However, it is unlikely that the 5% represents a 50% increase. Enrolment estimated to be 269 in 2010.
2. Realism of the Expected Outcomes Defined in the LFM/RFM	Yes	PSR 2013
3. Factors Influenced the Achievement of Expected Outcomes	Yes	PSR 2013 – Some input items were more costly than projected. Careful budget management has ensured that the outcomes have the greatest opportunity to be achieved
4. Influence of Implementation Process on Outcomes	Yes	PSR 2013 and Interviews – The implementation process has been responsive to challenges such as the need to reconfigure teaching spaces and it is believed that the project outcomes will be achieved.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 4] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 and 4] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [4] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 3] Not Met	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: Sub-Criteria [1 to 4] Met</b>		

5.55 Two unplanned acquisitions were accommodated under the Project, namely services and equipment to facilitate data capture and analysis; and emergency generators for the new institutions to ensure that programmes can continue despite power outages which occur frequently in the target Regions.

5.56 It was difficult to determine if improvements were commensurate with the investment made. The final results have yet to be determined when more students graduate and enter the workforce. However, it should be noted that the ability of the TIs to award CVQs and NVQs is essential to success of the project and TVET programmes. Students are learning through the Competency-Based curriculum implemented by the TVET Council. This allows students to be assessed through a continuous assessment approach, which is more effective than the traditional methods of learning and teaching.

### Efficiency

5.57 Planned project outputs are 90% completed - the TIs have been built; a strategic plan for TVET was developed; teacher training programme was undertaken; standards were developed for key occupational activities; and a proposed TVET framework was developed. All furniture and equipment and learning materials have been delivered and commissioned.

**TABLE 5.36: EFFICIENCY PERFORMANCE EVALUATION MATRIX – TGUY**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Sound conceptualisation and robust assumptions applied to achieve the objectives on a sustainable basis	Yes	Appraisal Report and PSRs –contingencies were adequate to manage cost fluctuations. The major increase was project management cost, based 2 years implementation period but actually took 4 years.
2. Identification and assessment of alternatives available for generating the expected results with less resources	Yes	Other options to generate the expected results were not available. Reallocation of budget expenditures was applied to offset cost overruns and keep project cost on target.
3. Cost-efficiency/effectiveness in achievement of results and outputs	Yes	PSR – the cost of some inputs was more than projected at appraisal, but increases were balanced by savings on other items.
4. Appropriateness and justification for the level of resources applied and the outputs achieved	Yes	PSR – all outputs were delivered with the exception of the database for networking the TIs and the supply of additional tools and equipment, which were expected to be completed in early 2015.
5. Quality, timeliness and appropriate utilisation of services and capacities created	No	PSR, Interviews – project completion was 4 years more than projected, due to weather conditions and the need to select an alternate site due to soil compaction.
6. Management performance and implementation efficiency	Yes	PSR –the PMU functioned acceptably. Initial uncertainties existed with the authority of the newly created TVET Council but these were resolved during project implementation.
7. Criteria and methodology used in the selection of the implementing agency	No	PSRs, Interviews, Observation - The PMU relied on the expertise in the TI's to gauge the quality of the equipment which resulted in errors.
8. Achievement of outputs within the planned implementation period	No	PSR - Two critical activities remain to be completed. Contracts were terminated due to non-responsiveness of suppliers. GOGY requested a no objection to invite new bids. The TDD was extended to December 2014 to enable finalisation of the 2 bids. The project was over 90% completed, an exit workshop was conducted and preparation of a PCR has commenced.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 8] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,6 and 8] Met	3	Satisfactory
Sub-Criteria [3,6 and 8] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,3,4,6 and 8] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: Sub-criteria 8 not met</b>		

5.58 Visits to TIs revealed that some equipment was deficient in that there were mismatched power services, inadequate tools, incomplete equipment, missing parts, and incompatible machines for specific programmes such as welding (sheet metal rollers, but not shears). The project management team fell short of ensuring that the equipment was inspected by appropriate personnel before accepting delivery. Equipment should not have been signed off as received until it was inspected, installed and deemed functional. The project’s Efficiency was rated *Marginally Unsatisfactory* based on the data in Table 5.36 and the 2-year implementation delay. Appendix 11 summarises observations made at the site visit to one of the TIs.

5.59 A comparison of the projected and actual project costs is provided at Appendix 7. The economic benefits of this project have yet to be determined. At this stage, with missing equipment components for effective programme delivery, and lack of certification upon graduation, re-estimation of the economic benefits was not conducted<sup>111</sup>.

### Sustainability

5.60 The project’s Sustainability was rated *Highly Satisfactory* as shown in Table 5.37.

**TABLE 5.37: SUSTAINABILITY EVALUATION MATRIX- TGUY**

Sub-Criteria	Evaluation	Evidence
1. Availability of adequate and effective demand for the intervention’s outputs	Yes	The TVET Council conducts LMIS. In 2012, a survey was conducted on the mining sector. In a more comprehensive survey conducted in 2013, it was noted that 1,216 vacancies existed in construction & engineering, forestry, manufacturing, hotels and hospitality and commercial trade
2. Pricing of outputs reflecting the cost of production	Yes	PSR
3. Financial viability of operating entities	Yes	While a maintenance plan exists, observations suggested that adequate maintenance remains a challenge.
4. Presence of policies and procedures to ensure continued funding for operation and maintenance of the assets financed	Yes	Maintenance policy exists. Funding of maintenance is an issue.
5. Resilience to risks of net benefit flows and sensitivity of the intervention to changes in the operating environment	Yes	In addition to GOGY support at the most senior level, the TVET Council and TVET expertise within the MOE is entrenched. MOE has undertaken the role of Champion of TVET. The TIs are now well established.
6. Application of appropriate policies to ensure the maintenance of required human resources	Yes	Administrators and instructors have been hired and their compensation maintained.
7. Adequacy of policies, institutions, market and regulatory environment	Yes	The legislative authority for coordinating the TVET system resides with the Council for TVET which was established in 2005. The responsibilities of the Council are consistent with the recommendations of CARICOM’s Regional Strategy for TVET.
8. Government ownership of and commitment to the intervention	Yes	GOGY has been exceedingly supporting of TVET and has publicly indicated its commitment to education for employment
9. Adequacy of incentives for continued stakeholder participation	Yes	Interviews and survey responses confirmed industry’s commitment to support the TVET system
10. Low level of political and other risks	Yes	The major risks to sustainability relate to adequate resources to support the TIs and certification recognised by employers.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 10] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,5,8 and 10] Met	3	Satisfactory
Sub-Criteria [3,4,5,6 and 10] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 5] Not Met	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: All Sub-Criteria have been met</b>		

<sup>111</sup> Appraisal Report Paper BD 125/08: Paragraph 5.05, Page 35 - The Economic Rate of Return (ERR) of the project has been estimated at 21%, well above CDB’s cut-off rate of 12%.

5.61 The overall performance rating for the project was *Highly Satisfactory* as indicated in Table 5.38.

**TABLE 5.38: COMPOSITE (AGGREGATE) PERFORMANCE SCORE – TGUY**

Core Criteria	PERFORMANCE RATING				CORRESPONDING SCORE
	RATING [ X ]				
	HS	S	MUS	US	
Relevance	X				4
Effectiveness	X				4
Efficiency			X		2
Sustainability	X				4
<b>Total Score</b>					<b>14</b>
<b>Average Score</b>					<b>3.50</b>
OVERALL ASSESSMENT					
<b>HS</b>	<b>Highly Satisfactory</b>		<b>&gt;3.25 and &lt; 4.00</b>		<b>X</b>
<b>S</b>	<b>Satisfactory</b>		<b>&gt;2.50 and &lt; 3.25</b>		
<b>MUS</b>	<b>Marginally Unsatisfactory</b>		<b>&gt;1.75 and &lt; 2.50</b>		
<b>US</b>	<b>Unsatisfactory</b>		<b>&gt;1.00 and &lt; 1.75</b>		

#### **Borrower and/or EA Performance**

5.62 The performance of the Borrower/EA was rated *Satisfactory*. The details supporting the rating are provided in Table 5.39. It should be noted that the delay in project implementation was exacerbated by the Ministry's decision to dissolve the PCU before project completion. The outstanding project initiatives were assigned to officers of the Ministry who took on the responsibilities in addition to their regular remit.

**TABLE 5.39: BORROWER/EA PERFORMANCE EVALUATION MATRIX – TGUY**

Sub-Criteria	Evaluation	Evidence
1. High-level <i>support</i> for the intervention; adequacy and timeliness of the provision of counterpart funding	Yes	PSRs, Interviews, Public Records - MOE has proven to be a strong supporter of the project with regular meetings to discuss project progress. It was also noted that the Project Coordinator (PC) developed a culture of close collaboration with CDB supervisors.
2. Timeliness in meeting loan effectiveness requirements (CP to first disbursement)	No	The CP were met 24 months after the specified date.
3. Timeliness of establishment of administrative and technical mechanisms for management and implementation	Yes	PSRs and Interviews – MOE and the TVET Council have developed significant TVET expertise
4. Administrative capacity of project steering/implementation committee; effective coordination arrangements between cooperating agencies, staff quality, etc.	Yes	PSRs – While project leadership changed, the project was still effectively managed.
5. Timeliness of procurement process for consultancy services, equipment, supplies, etc; quality control of implementation performance	No	Interviews and Inspection – Damaged and ineffective equipment was purchased and not repaired. This has reduced programming effectiveness at the TIs
6. Compliance with terms and conditions and procurement guidelines	Yes	PSRs
7. Adoption of agreed policy, financial and institutional reform measures; mitigation of inconsistencies	Yes	PSRs
8. Timeliness and accuracy of submission and dispatch of disbursement claims	Yes	Interviews
9. Adequate revenue/budgetary resources available for sustained operation and maintenance of the intervention’s assets	No	Inspection revealed old and ineffective equipment. There has not been sufficient maintenance of existing equipment. In some cases, laboratory facilities are inadequate. This has not been addressed.
10. Participation at the design and preparation stages, support for supervision, stakeholder consultation	No	Interviews revealed that the MOE was the key influence in designing the buildings. MOE provided input to the design process, staffed the buildings, and provided lists for resources. The TVET Council was consulted once construction had commenced and recommended changes in the design to match the curriculum, but it was too late. Industry partners reported that they were unaware of the TIs or the curriculum prior to completion. TIs are struggling with the deficiencies associated with inadequate classroom space as illustrated at Appendix 4.
11. Effective coordination and cooperation of implementing agencies’ in the engagement with stakeholders and boundary partners	Yes	TI’s have established close working relationships with industry and are working through the TVET Council on curriculum that will make the programmes much more relevant to employers in Guyana.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 11] Met	4	Highly Satisfactory
Sub-Criteria [1 to 7] Met	3	Satisfactory
Sub-Criteria [2,3,5 and 7] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 to 9] Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: While 2 and 5 Sub-Criteria were not met, interventions were undertaken to ensure a greater government commitment to the Project and its implementation.</b>		



## CDB Performance

5.63 CDB's performance was rated *Highly Satisfactory* for the project based on an assessment of the Quality at Entry of the project and the quality of supervision. Details of the assessment are provided at Table 5.40.

**TABLE 5.40: CDB PERFORMANCE EVALUATION MATRIX – TGUY**

Sub-Criteria	Evaluation	Evidence
<b>I Quality at Entry</b>		
1. Strategic relevance and approach defined	Yes	Appraisal Report
2. Clear statement of development objectives and expected results represented in an LFM/RFM	Yes	Appraisal Report
3. Selection of options to address identified problem	Yes	Appraisal Report
4. Soundness of the interventions design	Yes	Appraisal Report
5. Policy and institutional assessment	Yes	Appraisal Report
6. Technical, financial and economic analyses applied to determine viability of the intervention	Yes	Appraisal Report
7. Fiduciary and legal assessment	Yes	Appraisal Report
8. Qualitative analysis conducted where benefits are not measurable	Yes	Appraisal Report
9. Poverty, Gender and Social Development assessment	Yes	Appraisal Report
10. Environmental, CC and DRM assessment	Yes	Appraisal Report- TIs were constructed to standards to mitigate the risk of natural hazard events. None of the programmes are likely to have a damaging effect on the environment. Any noise likely to arise from the use of the generators in the case of a power outage is unlikely to affect the neighbouring communities, as the workshops were well away from residences (e.g. Region 3 TI). In Region 5 there were no residences in close proximity. A negative outcome in region 5 was that the local environment/ ecosystem was upset because bird populations were displaced and smoke from cane burning entered the TI and caused air quality issues.
11. Risk identification and assessment and mitigation measures	Yes	Appraisal Report
12. Implementation arrangement appropriate/realistic	Yes	Appraisal Report
13. Roles and responsibilities of borrower, stakeholders and cooperating agencies defined	Yes	Appraisal Report - the roles and responsibilities of TVET Education Officers and TVET Councils need to be clear to prevent potential conflict.
14. Assessment of borrower and/or EA capacity for timely fielding of consultants and monitoring performance	Yes	Appraisal Report
15. Monitoring, evaluation and reporting arrangements (results framework)	Yes	Appraisal Report
16. Incorporation of lessons learned from related projects	Yes	Appraisal Report
17. Bank inputs and processes adequate, efficient and timely	Yes	Appraisal Report

Sub-Criteria	Evaluation	Evidence
<b>II Quality of Supervision</b>		
1. QAE characteristics of the design have an acceptable impact on implementation performance	Yes	PSRs, Interviews
2. Management of fiduciary and legal aspects	Yes	PSRs
3. Timeliness in identifying and assessing threats to achievement of DO's; and action taken	Yes	PSRs, Interviews – Interventions occurred at appropriate times.
4. Adequacy of supervision inputs (budget, staff, technology, systems) and processes	Yes	PSRs, Interviews – Project supervisors have large portfolios and while they conduct supervision visits and provide technical assistance where necessary, it is difficult for supervisors to deal with all project challenges especially those outside their control.
5. Adequacy of beneficiary targeting and use of annual project planning and progress monitoring	Yes	PSRs
6. Analysis of key quantitative and qualitative data to assess progress towards expected outcomes	Yes	PSRs –analysis of project progress and tracking of outcome indicators should be included in PSRs.
7. Timeliness and quality of responses to requests for changes during implementation	Yes	Interviews revealed that CDB staff were very supportive in supplying protocols and advice to MOE, especially with regard to procurement.
8. Supervision staff continuity; and frequency, composition and length of supervision missions	Yes	PSRs – Good continuity. The Project benefitted from extra field supervision resulting from the Supervisor's presence in Guyana for other activities.
9. Timeliness, candour and realism in reporting progress, results, issues and time-bound actions	Yes	PSRs
10. Degree of consistency between performance progress, results, issues/constraints and rating	Yes	PSRs
11. Timeliness and quality of reviews and consultations, integration of findings into implementation plans for the remaining project periods, and subsequent monitoring of any remedial measures	Yes	PSRs – Particularly good budget management
12. Efforts to build and maintain good relationships with development partners and stakeholders	Yes	PSRs, Interviews
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
90% of I and II	4	Highly Satisfactory
80% of I and II	3	Satisfactory
50% of I and II	2	Marginally Unsatisfactory
<50% of I and II	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: All positive responses</b>		

### Assessment of Impact

5.64 While the private sector supports the prospect of improving education and training, there is a serious need for the institutes to provide the private sector with qualified individuals that have obtained training that is consistent with CVQ and NVQ standings. GUYSUICO is a major sugar manufacturing company that continues to train their own employees through a 2 year education programme, and a 2-year apprenticeship. This competes directly with the Mahaicony TI. A feasible and likely cost effective arrangement would have been that both entities consolidate efforts and resources to ensure success for both by offering compatible programmes.

5.65 The 2013 PSR stated that both TIs are operational and catering to the skill development needs of a number of young people, and that many have obtained internships and permanent employment as a result. An Education Management Information System (EMIS)<sup>112</sup> for the sub-sector was initiated by the TVET Council which will allow for monitoring and analysis of data, data-driven decision making and effective tracking of the beneficiaries<sup>113</sup>. However, it should be noted that retention of students is an issue due to CVQs or NVQs not being awarded. It is a concern that if this is not remedied soon, there will be consistently fewer students enrolling in either of these TIs.

5.66 The most important influence for the achievement of the outcomes is the lack of NVQ or CVQ status after completing any level of training at either institute. Some students are improving their education by attending the institute, in order to be more employable, but without certification they will not be competitive in the job market.

5.67 According to the principals of the TIs, secondary schools in the local area have benefitted. Students are recruited from local schools using TI graduates and industry workers. The access to the TIs also motivates otherwise idle youth by providing an alternative to improve their situation through education. In many parts of the world, access to education has been known to reduce poverty through gainful employment. It is expected that numbers in programmes will increase significantly when NVQs and/or CVQs can be awarded. Table 5.41 provides an assessment of the project's likely impact.

**TABLE 5.41: IMPACT ASSESSMENT – TGUY**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Decrease in unemployment rate	Yes	2008: Female – 14.5%; Male - 10.4%; Total – 11.8% 2013: Female – 14.2%; Male – 9.5%; Total – 11.1%
2. Increase in the number of women in non-traditional careers	No	There is concern that specific actions must be taken to attract female enrolment in non-traditional areas to meet the Project target of 50% increase in females undertaking such programmes. Baseline enrolment of females was 5% at appraisal. It is estimated that female enrolment in these areas remains unchanged. Discussions have taken place with MOE and Council for TVET about the development of a public awareness campaign to sensitise the general public and parents on the value of TVET and the likelihood of girls developing TVET skills and competencies which can lead to sustainable and gainful employment.
3. Reduction in number of disengaged youth	Yes (likely)	Not tracked. Although the ILO estimates that youth unemployment has decreased slightly from 24.3% in 2008 to 23.9% in 2013. It is anticipated that TIs will be a source of regional pride and would raise the profile of the communities and assist in mitigating crime.
4. TVET programmes are preparing students for the workforce	Yes	The most recent LMS indicated a serious need for mechanics and machine operators in Guyana. The TIs have addressed those programmes, and have adequate enrolments. Also identified was the need for cooks and chefs which was not addressed in the design of the TI. A plan has not been formulated to address this need.

<sup>112</sup> PSR 2012 Page 6: Council for TVET has commenced activities for the capturing and analysis of data necessary to track the achievement of project targets. These activities include development of the appropriate software and procurement of the equipment to support the system. The EMIS system will allow tracking of HRD across the system, including training undertaken by instructors and administrative staff, student progress and skills and competencies developed by students. It will also provide capacity for collection and storage of tracer information on graduates in the workforce.

<sup>113</sup> PSR 2013 Page 3: The EMIS for the sub-sector will allow for, among other benefits, the tracking of HRD, trends and needs in the sub-sector, and tracer information on graduates, and will generally contribute to the country's capacity to further develop TVET across the country.

Sub-Criteria	Evaluation	Evidence and Explanation
5. Graduates employed	Yes	The LMIS noted that tracer studies have not been conducted, but interviews with employers indicated that graduates were being hired. TIs reported that where certification was not being provided, graduates chances of employment were reduced as employers were looking for credentials.
6. Graduates working in relevant industry	Yes	No data obtained through tracer studies. Employers reported hiring graduates from the TIs into positions for which they were educated.
ASSESSMENT	SCORE	RATING
90% of Sub-Criteria Met	4	Highly Satisfactory
80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Marginally Unsatisfactory
<50 % of Sub-Criteria Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: 83% of Sub-Criteria Met</b>		

### Comparison of Programme with Accepted Good Practice

5.68 Table 5.42 provides a comparison of the project with Accepted Good Practice Standards.

**TABLE 5.42: COMPARISON WITH ACCEPTED GOOD PRACTICE STANDARDS – TGUY**

Sub-Criteria	Evaluation	Evidence
1. Strong data on vocational programmes, including information on vocational programmes in international categorisations and labour market outcomes	Yes	LMS have been conducted. TIs involve employers in determining programme content.
2. Consistent funding arrangements so that choices are not distorted by the availability of funds (supporting)	Yes	There have been regular meetings between the MOE, the PMU and the TVET Council. These meetings are chaired by the Minister of Education who has undertaken the role of Champion of the project. The TIs are operating and the TVET Council is well established. There has been significant strengthening of the capacity of the TVET Council and MOE to plan, manage, and further develop the sub-sector. The LMIS for the sub-sector will allow for the tracking of HRD, trends and needs in the sub-sector, tracer information on graduates, and will generally contribute to Guyana's capacity to further develop TVET. The delay in delivery of the support resources for setting up of the database will in turn, delay its benefits <sup>114</sup> .
3. Mechanisms in place to ensure that the mix of programmes corresponds to the needs of the labour market	Yes	The legislative authority for coordinating the TVET system resides with the TVET Council and was established in 2005. The responsibilities of the Council are consistent with the recommendations of CARICOM's RTS. TVET Council conducts LMS to determine needs and recommends programme introduction and refinement based on demand and CANTA standards. TI's maintain good working relationships with industry to foster opportunities for work placements
4. Teaching workforce has balance of teaching and industry knowledge	No	Insufficient numbers of people with both pedagogical and industry knowledge
5. Adequate literacy and numeracy components built into programmes	Yes	Through CVQ and NVQ curricula
6. Programmes offer opportunities for all and minimise dropout	Yes	The Project seeks to address accessibility based on the location of the new TIs. While this is a very good start, accessibility could be enhanced through the provision of dormitories and day care.
7. Flexible modes of study are offered	Yes	GTI in Georgetown offers evening courses. While TIs in the Regions would be willing, there is a small critical mass making such flexibility very expensive.
8. Effective, accessible, independent, proactive career guidance, backed by solid career information (supporting)	No	Interviews revealed that very little career guidance occurs.
9. There is a well-developed qualification framework and clear articulation within the education system so that students can identify pathways that lead to professional qualification	No	The implementation of a Qualifications Framework with suitable communication will assist potential students with the programme choices. It should be noted that CDB is currently funding the development of a national qualification framework.
10. Work-based learning is systematically integrated into all programmes	Yes	Interviews - TIs were providing students with appropriate industrial attachments.
11. Graduates committed to lifelong learning	Not available	No measure to determine whether or not this exists.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
81% - 100% of Sub-Criteria Met	4	Highly Satisfactory
51% - 80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Foundational
<50 % of Sub-Criteria Not Met	1	Developmental
<b>Score: 2 – Foundational. Justification: 70% of Sub-Criteria Met</b>		

<sup>114</sup> PSR 2013. Page.3

## Conclusions and Lessons Learned

5.69 There were delays and other obstacles which slowed the construction and implementation progress of the two TIs in Guyana. Adverse weather conditions caused the delays during the construction process; and issues with procurement of furniture and other equipment essential to programme delivery was another obstacle. Based on the PSRs from 2009-2013, the project was never at risk. Both TIs are functional with student participation and interest growing, particularly among citizens in remote areas and the poor (as was projected). Student retention is a major issue due to the lack of certification. Presently, neither CVQs nor NVQs are being awarded at programme completion.

5.70 Sustainability of the programmes and student retention are of concern. There is no clear vision for how programmes will be reviewed and modified to meet industry needs.

5.71 Accessibility for women and the disadvantaged persons is still an issue due to the lack of childcare facilities and ready transportation. Targets for participation by females in skilled-trades programmes had not been met<sup>115</sup> and there appears to be no strategy in place to ensure greater female participation.

5.72 The following findings and lessons from this project could inform future CDB supported TVET projects:

- (a) thorough site analysis should include an estimate of the impact of severe weather events on the site prior to construction;
- (b) availability of appropriate technical expertise is essential to monitor equipment delivery, inspection, installation and maintenance;
- (c) regular reports/systematic sign-off sheets from both the PMU and the PSC would ensure more timely identification of challenges to project implementation;
- (d) delineation of roles and responsibilities for each working group should be clear. This could be achieved through the working of the PSC;
- (e) a mutually agreed upon date for the dissolution of the PMU would be helpful to the project scheduling process. In this project, CDB felt that the dissolution of the PMU was premature;
- (f) consultation with the TVET Council during the design stage would ensure that facilities are built to the correct industrial and CVQ standards. The process should involve the appropriate people to ensure that specific areas within the physical space are configured for the intended purposes. This will require involvement of qualified individuals before the design stage.
  - (i) Option 1 for meeting this recommendation: A comprehensive consultation process that involves key partners who are directly involved in awarding CVQ/NVQ on a per laboratory basis (i.e. persons who have expertise on the type of laboratory that best prepares students for that particular type of career, such as qualified electricians would provide input on electrical laboratories). This consultation must also involve technical individuals with expertise in each individual laboratory space; and

---

<sup>115</sup>2013 PSR

- (ii) Option 2 for meeting this recommendation: A comprehensive consultation process that involves designing specific spaces, including room data specifications as well as electrical and mechanical requirements that match detailed equipment lists that are relevant to the space and curriculum requirements. This could be done once and replicated for each institute. Each institute may choose different programmes.
- (g) A comprehensive industry feedback system should be established:
  - (i) Option 1: Graduate follow-up programme (tracer studies), involving student input with respect to industry; and
  - (ii) Option 2: Engage specific large scale and small scale industry in annual feedback sessions. Provide incentives (technical assistance grant resources) for participating in an online feedback process.

### Education Enhancement Project, Dominica (GDOM)

5.73 GDOM is an example of a general education project that has benefited from an increased emphasis on TVET. According to the Appraisal Report, the envisioned outcome of this Project is increased quality of HRD by sustaining an increase in the standard of the learning environment and delivery of basic education in Dominica. The Project, when completed, will see the renovation of existing schools, the purchase of tools, furniture, equipment and learning materials, the development of a school maintenance policy, curriculum development and professional development for teachers. The only TVET element included in the Project at the time of Appraisal was the revision of the National Curriculum Framework to include reference to TVET and the development of appropriate TVET curriculum for secondary education.

#### Relevance

**TABLE 5.43: RELEVANCE PERFORMANCE EVALUATION MATRIX – GDOM**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Assessment of Problems, Opportunities, and Lessons at time of Approval are adequate (includes assessment of CDB's cross-cutting themes)	Yes	Appraisal Report Four lessons learned outlined in Appraisal Report
2. Project is consistent with BMCs development priorities and CDB's corporate goals	Yes	Appraisal Report
3. Project was developed in partnership and involving government, employers and trade unions	No	Appraisal notes consultation with government only
4. Choice of Modality and Instrument	Yes	
5. Degree of Coordination and/or complementary with Development Partners	Yes	EU is supporting an ICT in education programme
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 5] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 to 5] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [3] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 and 2] Not Met	1	Unsatisfactory
<b>Score: 3 - Satisfactory. Justification: Sub-Criteria [1,2,4,5] Met</b>		

5.74 The project is an interesting case study in flexibility as it has evolved to include a much greater emphasis on TVET than was originally intended. The BMC has seen the importance of TVET to its economy and through effective cooperation with CDB, has directed project funds to the establishment of

the enhancement of TVET laboratories, to the acquisition of lab equipment and to the development of TVET curriculum. Similar to the approach used in St. Lucia, secondary schools in Dominica are being equipped to offer TVET curriculum in facilities that approach CANTA standards. While this project is expected to be a year behind schedule, the commitment to use the funds as effectively as possible is laudable. The project's Relevance was rated *Satisfactory* and the performance results are presented in Table 5.43.

### Effectiveness

5.75 The MOE proposed the introduction of CVQs in various TVET subjects in a pilot project, prior to investment in a full scale project. The implementation of the CVQ's will enhance the relevance of TVET programmes in the secondary schools and is not expected to require resources which cannot be reasonably accommodated within the pilot project.<sup>116</sup> Table 5.44 shows the Effectiveness performance of the project which was rated *Highly Satisfactory*.

**TABLE 5.44: EFFECTIVENESS PERFORMANCE EVALUATION MATRIX – GDOM**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Achievement of the desired TVET Outcomes as Defined in the LFM/RFM:  • 8 percentage point increase in CSEC TVET subjects by 2014	Yes	PSRs reported that the number of students entering CSEC TVET subjects increased from 12% at project appraisal to 36% in 2013. In 2013, 26 persons completed the certificate to post-graduate professional development in several TVET subjects with all persons being appropriately (re)deployed within the system, both within schools and at MOE <sup>117</sup> . Cosmetology, Home Economics and Plumbing teachers are training as Assessors and Verifiers for the CVQ programme. Nineteen persons are undertaking various programmes at Diploma Level (Auto mechanics) to post-graduate degrees (Curriculum and Special Education). In 2012, 3 persons completed their programmes in cosmetology. Unemployment rate 2008/09 – 13.9%. Unemployment rate 2011/12 – 11.3% <sup>118</sup>
2. Realism of the Expected Outcomes Defined in the LFM/RFM	Yes	Stakeholders in Dominica have worked extremely hard to ensure that TVET is incorporated into this project. All indications are that this will help to expand the offering of TVET subjects and encourage students to participate.
3. Factors Influenced the Achievement of Expected Outcomes	Yes	The factors have been managed exceptionally well <sup>119</sup> . There appears to be a very positive attitude to making the project a success.
4. Influence of Implementation Process on Outcomes	Yes	Creativity within the project scope has resulted in the project having a greater TVET component. The creativity demonstrates a strong working relationship between the BMC and CDB
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 4] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 and 4] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [4] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 3] Not Met	1	Unsatisfactory
<b>Score: 4 - Highly Satisfactory. Justification: All Sub-Criteria are likely to be met</b>		

<sup>116</sup> PSR 2010

<sup>117</sup> PSR 2013

<sup>118</sup> Economic and social review – 2012/13

<sup>119</sup> PSR 2013, Page 3: The project is expected to achieve most of its stated objectives. The increased TVET focus will likely enhance the policy impact related to improving student learning outcomes. While least cost options are being pursued in implementing all project activities, the bids for both goods and services exceed appraisal estimates. This is a reflection of, *inter alia*, implementation delays. MOE continues to balance increased cost by increasing the number of beneficiaries of each activity. The 2012 target of 45%, for improvement in student performance in Grade 2 National Assessment, was exceeded with 48% of students achieving the minimum standard compared with 35% in 2008.



**Efficiency**

5.76 Table 5.45 provides the results of the evaluation of the project’s Efficiency, which was rated *Satisfactory*. A comparison of the projected and actual project cost is provided at Appendix 8.

**TABLE 5.45: EFFICIENCY PERFORMANCE EVALUATION MATRIX – GDOM**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Sound conceptualisation and robust assumptions applied to achieve the objectives on a sustainable basis	Yes	Appraisal Report
2. Identification and assessment of alternatives available for generating the expected results with less resources	Yes	Appraisal Report
3. Cost-efficiency/effectiveness in achievement of results and outputs	No	PSR - CP were not met on the scheduled date. The project has lagged a bit and it is anticipated that it will conclude one full year behind the indicative completion date. This will result in additional project management costs, in the project not realising the economic benefits at the least cost and at least one cohort of students not benefiting from project outputs.
4. Appropriateness and justification for the level of resources applied and the outputs achieved	Yes	PSR – This Project is an example of focusing the use of resources to better meet the needs of the country. At Appraisal, there was a small emphasis on TVET. Over the life of the Project, CDB has responded to the country’s desire to expand its TVET capability. To this end, funds have been focused on the refurbishment of laboratories to meet CVQ standards, the development of TVET curriculum for early secondary, the inclusion of TVET in the National Curriculum Framework and the professional development of TVET teachers.
5. Quality, timeliness and appropriate utilisation of services and capacities created	Yes	PSR – The evolution of this Project demonstrates CDB’s ability to address the needs of a country as time progresses in a Project and better information is produced.
6. Management performance and implementation efficiency	Yes	PSR – CDB and PMU have worked to ensure that the Project has the maximum impact on Dominica.
7. Criteria and methodology used in the selection of the implementing agency	Yes	PSR – Excellent staff identified
8. Achievement of outputs within the planned implementation period	No	PSR reports that Project is likely to conclude one year behind schedule.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 8] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,6 and 8] Met	3	Satisfactory
Sub-Criteria [3,6 and 8] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,3,4,6 and 8] Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: Sub-Criteria [1, 3, 4, and 6] have been Met. Sub-criteria 8 has not been Met. Reconfiguration of some project components resulted in implementation delays, but also provided the opportunity to revise the project design to better meet the needs of the BMC, and will contribute to achieving the outcomes.</b>		

## Sustainability

5.77 The GOCD is committed to education. This has been evident through the investment that it has made in this project through both counterpart funding and engaged management. It is hard to gauge any changes that might occur should a new government be elected in the upcoming 2015 election. However, the establishment of policies to support education such as the new maintenance policy should ensure some stability. In addition, the investment that has been made in the professional development of teachers and principals will be sustained.

5.78 All indications are that CDB has been very responsive and supportive of project implementation. Investment in people and programmes ensure sustainability of education programmes. Investment in facilities has assisted with the introduction of meaningful TVET programmes. Investment in facilities will only be successful if maintained. The project's Sustainability was rated *Satisfactory* and the details of the justification are presented in Table 5.46.

**TABLE 5.46: SUSTAINABILITY PERFORMANCE EVALUATION MATRIX – GDOM**

Sub-Criteria	Evaluation	Evidence
1. Availability of adequate and effective demand for the intervention's outputs	Yes	Dominica has produced a strategy for economic growth for which progress is reported annually. The 2012/13 Economic and Social Review contains the analysis. There is an intention to expand the agriculture sector with an emphasis on the production and export of bananas. Further, the country plans to expand its tourism offerings. The OECS reports that annual visitor arrivals in Dominica increased from less than 400,000 in 2005 to over 600,000 in 2012. A Labour Force Survey is currently being conducted.
2. Pricing of outputs reflecting the cost of production	Yes	The investment in TVET will provide Dominica with the skills necessary to advance its economic strategy
3. Financial viability of operating entities	Yes	PSR – The investment has been in strategy, schools and people; all of which can be sustained provided there is a low level of emigration from profession.
4. Presence of policies and procedures to ensure continued funding for operation and maintenance of the assets financed	Yes	The Government is committed to the development of TVET and has included it specifically in its economic and social strategy. It has also approved a new National Education Framework.
5. Resilience to risks of net benefit flows and sensitivity of the intervention to changes in the operating environment	Yes	The investments are in educators and educational infrastructure which are a low risk. One risk could be a change in GOCD's priorities with an election in 2015.
6. Application of appropriate policies to ensure the maintenance of required human resources	Yes	Government policy is supportive of education.
7. Adequacy of policies, institutions, market and regulatory environment	Yes	
8. Government ownership of and commitment to the intervention	Yes	
9. Adequacy of incentives for continued stakeholder participation	Yes	LMS is in progress. The OECS is also supporting the collection and dissemination of Labour Market Information.
10. Low level of political and other risks	No	An election will be held in Dominica in 2015. A new governing party could have different priorities for education. This has the possibility of reducing the support for TVET infrastructure and capacity.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 10] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,5,8 and 10] Met	3	Satisfactory
Sub-Criteria [3,4,5,6 and 10] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 5] Not Met	1	Unsatisfactory
<b>Score: 3 – Satisfactory. Justification: All Sub-Criteria with the exception of 10 have been Met</b>		

5.79 The overall performance of the project was rated *Satisfactory* as indicated in Table 5.47.

**TABLE 5.47 COMPOSITE (AGGREGATE) PERFORMANCE SCORE – GDOM**

Core Criteria	PERFORMANCE RATING				CORRESPONDING SCORE
	RATING [ X ]				
	HS	S	MUS	US	
Relevance		X			3
Effectiveness	X				4
Efficiency		X			3
Sustainability		X			3
<b>Total Score</b>					13
<b>Average Score</b>					3.25
OVERALL ASSESSMENT					
<b>HS</b>	<b>Highly Satisfactory</b>		<b>&gt;3.25 and &lt; 4.00</b>		
<b>S</b>	<b>Satisfactory</b>		<b>&gt;2.50 and &lt; 3.25</b>		<b>X</b>
<b>MUS</b>	<b>Marginally Unsatisfactory</b>		<b>&gt;1.75 and &lt; 2.50</b>		
<b>US</b>	<b>Unsatisfactory</b>		<b>&gt;1.00 and &lt; 1.75</b>		

#### **Borrower/EA Performance**

5.80 Table 5.48 summarises the assessment of the Borrower's performance which was rated *Marginally Unsatisfactory* due to CP not being met on time and the low level of stakeholder consultation during the project preparation and implementation.

**TABLE 5.48: BORROWER/EA PERFORMANCE EVALUATION MATRIX – GDOM**

Sub-Criteria	Evaluation	Evidence
1. High-level support for the intervention; adequacy and timeliness of the provision of counterpart funding	Yes	PSR, Investment Reports
2. Timeliness in meeting loan effectiveness requirements (CP to first disbursement)	No	Registry Files – CP met 12.6 months following deadline
3. Timeliness of establishment of administrative and technical mechanisms for management and implementation	Yes	PSR. Appraisal Report outlined the requirements for a PSC, PMU and PC
4. Administrative capacity of project steering/implementation committee; effective coordination arrangements between cooperating agencies, staff quality, etc.	Yes	PSR
5. Timeliness of procurement process for consultancy services, equipment, supplies, etc; quality control of implementation performance	Yes	Appraisal Report
6. Compliance with terms and conditions and procurement guidelines	Yes	PSRs
7. Adoption of agreed policy, financial and institutional reform measures; mitigation of inconsistencies	Yes	PSRs
8. Timeliness and accuracy of submission and dispatch of disbursement claims	Yes	PSRs, Investment Report
9. Adequate revenue/budgetary resources available for sustained operation and maintenance of the intervention's assets	Yes	Investment Report – Funds are being managed according to plan
10. Participation at the design and preparation stages, support for supervision, stakeholder consultation	No	Appraisal Report – The Project appears to have been designed by the MOE. While stakeholder consultation is referenced in the Appraisal Report as a monitoring tool, there is no evidence that this occurred as part of the planning or delivery of the Project
11. Effective coordination and cooperation of implementing agencies' in the engagement with stakeholders and boundary partners	Yes	Appraisal Report – There are numerous interventions in process in Dominica. They are managed through the sharing of country strategies and close collaboration with development partners.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 11] Met	4	Highly Satisfactory
Sub-Criteria [1 to 7] Met	3	Satisfactory
Sub-Criteria [2,3,5 and 7] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 to 9] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: Sub-criterion 2 not met. The delay of approximately 13 months in meeting conditions precedent is expected to result in an additional year to complete the project, as indicated in the latest PSR. This delay has implications for both project costs exceeding appraisal estimates and opportunity costs for the Borrower, CDB and beneficiaries<sup>120</sup>.</b>		

### CDB Performance

5.80 CDB's Performance was rated *Highly Satisfactory* as shown in Table 5.49 as all sub-criteria were met.

<sup>120</sup> Refer to Section 6, Paragraph 6.15 for the potential costs of project delays.

**TABLE 5.49: CDB PERFORMANCE EVALUATION MATRIX – GDOM**

Sub-Criteria	Evaluation	Evidence
<b>I Quality at Entry</b>		
1. Strategic relevance and approach defined	Yes	Appraisal Report
2. Clear statement of development objectives and expected results represented in an LFM/RFM	Yes	Appraisal Report
3. Selection of options to address identified problem	Yes	Appraisal Report
4. Soundness of the interventions design	Yes	Appraisal Report – activities and outcomes specified
5. Policy and institutional assessment	Yes	Appraisal Report
6. Technical, financial and economic analyses applied to determine viability of the intervention	Yes	Appraisal Report
7. Fiduciary and legal assessment	Yes	Appraisal Report
8. Qualitative analysis conducted where benefits are not measurable	Yes	Appraisal Report
9. Poverty, Gender and Social Development assessment	Yes	Appraisal Report
10. Environmental, CC and DRM assessment	Yes	Appraisal Report
11. Risk identification and assessment and mitigation measures	Yes	Appraisal Report
12. Implementation arrangement appropriate/realistic	Yes	Appraisal Report
13. Roles and responsibilities of borrower, stakeholders and cooperating agencies defined	Yes	Appraisal Report
14. Assessment of borrower and/or EA capacity for timely fielding of consultants and monitoring performance	Yes	Appraisal Report
15. Monitoring, evaluation and reporting arrangements (results framework)	Yes	Appraisal Report
16. Incorporation of lessons learned from related projects	Yes	Appraisal Report
17. Bank inputs and processes adequate, efficient and timely	Yes	Appraisal Report
<b>II Quality of Supervision</b>		
1. QAE characteristics of the design have an acceptable impact on implementation performance	Yes	PSRs - design facilitated flexibility during implementation.
2. Management of fiduciary and legal aspects	Yes	PSRs
3. Timeliness in identifying and assessing threats to achievement of DO's; and action taken	Yes	PSRs
4. Adequacy of supervision inputs (budget, staff, technology, systems) and processes	Yes	PSRs – Strong Supervision with great sensitivity to BMC needs.
5. Adequacy of beneficiary targeting and use of annual project planning and progress monitoring	Yes	PSRs, Investment Reports
6. Analysis of key quantitative and qualitative data to assess progress towards expected outcomes	Yes	PSRs, Investment Reports
7. Timeliness and quality of responses to requests for changes during implementation	Yes	PSRs
8. Supervision staff continuity; and frequency, composition and length of supervision missions	Yes	PSRs
9. Timeliness, candour and realism in reporting progress, results, issues and time-bound actions	Yes	PSRs
10. Degree of consistency between performance progress, results, issues/constraints and rating	Yes	PSRs
11. Timeliness and quality of reviews and consultations, integration of findings into implementation plans for the remaining project periods, and subsequent monitoring of any remedial measures	Yes	PSRs
12. Efforts to build and maintain good relationships with development partners and stakeholders	Yes	PSRs
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
90% of I and II	4	Highly Satisfactory
80% of I and II	3	Satisfactory
50% of I and II	2	Marginally Unsatisfactory
<50% of I and II	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: All Sub-Criteria have been Met</b>		

### Assessment of Impact

5.81 Project is not far enough along in implementation to have impact on HRD. Some development has occurred within Dominica as teachers have been provided with professional development opportunities.

### Comparison of Programme to Accepted Good Practice

5.82 Table 5.50 provides a comparison of the project with Accepted Good Practice Standards

**TABLE 5.50: COMPARISON TO ACCEPTED GOOD PRACTICE STANDARDS– GDOM**

Sub-Criteria	Evaluation	Evidence
1. Strong data on vocational programmes, including information on vocational programmes in international categorisations and labour market outcomes	Yes	Document Review - GOCD, economic development plan identified the sectors for TVET focus. An LMS is being conducted and Dominica participates in CANTA activities
2. Consistent funding arrangements so that choices are not distorted by the availability of funds (supporting)	Yes	Document Review - While TVET funding is not specifically tracked, spending allocations within the education budget are obvious.
3. Mechanisms in place to ensure that the mix of programmes corresponds to the needs of the labour market	Yes	Interviews - TVET Council established. The LMS will ensure that the TVET Council has the data to provide direction to MOE.
4. The teaching workforce offers a balance of teaching skills and current industry knowledge	Yes	Interviews – The education system has teachers who have been practitioners without teacher training qualifications and qualified teachers with minimal practical industry experience.
5. Adequate literacy and numeracy components built into programmes	Yes	Document Review – new curriculum includes a mixture of Language, Arts and Mathematics at the early secondary level. This leads to CVQ's at the later levels. The latter include literacy and numeracy components.
6. Programmes offer opportunities for all and minimise dropout	No	Document Review – focus has been on public school sector.
7. Flexible modes of study are offered	No	Document Review – focus to date has been on public school sector.
8. Effective, accessible, independent, proactive career guidance, backed by solid career information (supporting)	No	Document Review - emphasis has been placed on personal and crisis counselling.
9. There is a well-developed qualification framework and clear articulation within the education system so that students can identify pathways that lead to professional qualification	Yes (likely)	Document Review – National Education Framework has been revised. While a good first attempt, it does not yet integrate the programmes at Dominica State College.
10. Work-based learning is systematically integrated into all programmes	No	Not yet fully developed but will advance as CVQs are introduced.
11. Graduates committed to lifelong learning	N/A	Document Review – No evidence of this
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
81% - 100% of Sub-Criteria Met	4	Highly Satisfactory
51% - 80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Foundational
<50 % of Sub-Criteria Not Met	1	Developmental
<b>Score: 3 – Satisfactory. Justification: 60% of Sub-Criteria Met</b>		

## Conclusions and Lessons Learned

5.83 This project provides an excellent example of how TVET can be incorporated at the secondary level. The introduction of CVQ's and the appropriate equipping of laboratories have led to the opportunity for an increased number of students to engage in certifiable technical and vocational education. Furthermore, the introduction of elementary TVET modules early in the secondary school programmes will provide students with exposure to subjects that might be of interest with the hope of engaging all students; particularly those at risk of leaving the education system. The flexibility and the close working relationship between CDB and the BMC have enabled the expansion of the potential outcomes of this project. A greater emphasis on TVET and its incorporation into secondary school programmes is an unexpected outcome. This has resulted in a greater connection between education, employment and economic development in Dominica.

### Technical and Vocational Training Development Project, St. Vincent & The Grenadines (TSVG)

#### Relevance

5.84 The project was rated *Highly Satisfactory* for Relevance, having met all the sub-criteria, indicated in Table 5.51.

**TABLE 5.51: RELEVANCE PERFORMANCE EVALUATION MATRIX – TSVG**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Assessment of Problems, Opportunities, and Lessons at time of Approval are adequate (includes assessment of CDB's cross-cutting themes)	Yes	Appraisal Report
2. Project is consistent with BMCs development priorities and CDB's corporate goals	Yes	Appraisal Report Poverty Reduction Strategy Country Poverty Assessment CSP SVG Education Sector Strategic Plan OECS Education Sector Strategy
3. Project was developed in partnership and involving government, employers and trade unions	Yes	Appraisal Report and Interviews - The project was developed through identification of needs and requirements relating to TVET and discussions with CDB. The catalyst was a strong desire by the Director General for Finance to address the issue of under and unemployed youth. Subsequent discussions led to devising a plan that built on a system already partially in place – that of TVET certification
4. Choice of Modality and Instrument	Yes	Appraisal Report
5. Degree of Coordination and/or complementary with Development Partners	Yes	Country Report and Appraisal Report outline the contribution of Development Partners
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 5] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 to 5] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [3] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 and 2] Not Met	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: Sub-Criteria [1 to 5] Met</b>		

## Effectiveness

5.85 The project’s Effectiveness was also rated *Highly Satisfactory* based on the justification presented in Table 5.52.

**TABLE 5.52: EFFECTIVENESS PERFORMANCE EVALUATION MATRIX – TSVG**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Achievement of the desired Outcomes as Defined in the LFM/RFM: <ul style="list-style-type: none"> <li>15% increase in the proportion of secondary school students enrolled in at least one TVET subject doubles.</li> <li>TIs full-time enrolment increases by 50%.</li> <li>20% of cohort acquires CVQ Level II.</li> <li>50% of targeted “at risk” youth obtain certification.</li> <li>3,000 persons certified at CVQ Level I and II</li> <li>15% of persons acquiring CVQ Level I enter the CVQ Level II programme</li> <li>15 NVQs prepared and approved.</li> </ul>	Yes	Interviews - the progress of the Sector Skills Development Agency (SSDA) and the commitment and enthusiasm of both employers and educators who obviously want to see advances in TVET. While it is still very early in the project, it is likely that outcomes will be achieved.  Outcomes are cited in PSR but no baseline is provided. It would be helpful to begin the outcome tracking process during implementation
2. Realism of the Expected Outcomes Defined in the LFM/RFM	Yes	Based on interviews and observations, the expected outcomes can reasonably be expected to be obtained as defined in the LFM/RFM. Construction has commenced, people are being educated through the SSDA and principals of the TI’s are enthusiastic about new ways of managing.
3. Factors Influenced the Achievement of Expected Outcomes	Yes	The slow approval processes may result in the project taking longer to be completed. It is, however, anticipated that the project will achieve the expected outcomes.
4. Influence of Implementation Process on Outcomes	Yes	The implementation process has been impeded by slow approvals in the BMC. Ensuring that all those involved in procurement are aware of CDB policies would assist with accelerating implementation.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 4] Met	4	Highly Satisfactory
Sub-Criteria [1 and 2] and One Sub-Criteria From [3 and 4] Met	3	Satisfactory
Sub-Criteria [1 or 2] together with Sub-Criteria [4] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 3] Not Met	1	Unsatisfactory
<b>Score: 4 – Highly Satisfactory. Justification: All Sub-Criteria [1 to 4] are likely to be Met</b>		

## Efficiency

5.86 Table 5.53 provides the basis of the *Marginally Unsatisfactory* rating for the project’s Efficiency performance. Implementation was estimated to be about 10% completed and 1.5 years behind schedule. Project completion is expected to be one year later than the appraisal projection. Although the current cost of project activities were reported to be within budget, the extensive delays have implications for increases in the project cost, in particular the civil works and project management components. In addition, due to implementation delays a reduction in the number of beneficiaries is anticipated by project completion date.



A revised implementation schedule will be required and an extension of the TDD<sup>121</sup>. A comparison of the projected and actual project costs is presented at Appendix 9. The implementation of the project is ongoing.

**TABLE 5.53: EFFICIENCY PERFORMANCE EVALUATION MATRIX – TSVG**

Sub-Criteria	Evaluation	Evidence and Explanation
1. Sound conceptualisation and robust assumptions applied to achieve the objectives on a sustainable basis	Yes	Appraisal Report
2. Identification and assessment of alternatives available for generating the expected results with less resources	Yes	Appraisal Report
3. Cost-efficiency/effectiveness in achievement of results and outputs	No	2014 Aide Memoire, PSRs – Project is estimated to be 18 months behind schedule. It is estimated that the Project is 17% complete when it should be 70% complete at this point in time. CDB has intensified project supervision to facilitate project advancement. Disbursement and implementation have been mainly for capacity building activities. Project cost increases are likely with the delayed implementation, including Project Management which is funded by the BMC.
4. Appropriateness and justification for the level of resources applied and the outputs achieved	No	Aide Memoire and Investment Report – To date the PMU is fully operational but the Project is not fully launched. One of the CP for disbursement on civil works - the completion of the National Poverty Reduction Strategy (NPRS) was not met <sup>122</sup> . This has resulted in no CDB disbursements for civil works.
5. Quality, timeliness and appropriate utilisation of services and capacities created	No	Interviews and Aide Memoire – Project has encountered procurement delay resulting from delays in decision by the Central Tenders Board. Project management is generally satisfactory but PSC meetings are not being held as intended.
6. Management performance and implementation efficiency	No	GOSVG's lengthy processes are compromising project efficiency, including meeting the reporting requirements indicated in the Loan Agreement.
7. Criteria and methodology used in the selection of the implementing agency	Yes	Interviews and Observation – PMU is well established having coordinated other Education projects. Staff of the PMU was involved with the 9 <sup>th</sup> European Development Fund <sup>123</sup> .
8. Achievement of outputs within the planned implementation period	No	Aide Memoire, PSRs – Due to implementation delays a one year extension will be necessary and a revised implementation schedule.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 8] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,6 and 8] Met	3	Satisfactory
Sub-Criteria [3,6 and 8] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,3,4,6 and 8] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: It is likely that Sub-Criteria [3,6 and 8] will Not be Met</b>		

<sup>121</sup> PSR2014: Page 3 - .Cost Efficiency justification for scores.

<sup>122</sup> PSR March 2013.

<sup>123</sup> The St. Vincent and the Grenadines' European Development Fund Programme Management and Co-ordination Unit (EDF/PMCU) was set up in 1995 under the Framework of Mutual Obligations (FMO) for the 1994 STABEX Transfers to SVG. The Unit was set up by GOSVG to facilitate the implementation of European Union funded programmes and projects.

## Sustainability

5.87 The project's Sustainability does not appear to be severely threatened as GOSVG remains committed to TVET and implementing the project by providing the requisite counterpart resources. Nevertheless, the project was rated *Marginally Unsatisfactory* as indicated in Table 5.54. Improvement in the rating will depend on the achievement of the outputs, expected outcomes, and performance of the key institutions involved in the implementation of the project and operationalisation of the TVET programmes. The project's overall performance rating was *Satisfactory* as shown in Table 5.55.

**TABLE 5.54: SUSTAINABILITY EVALUATION MATRIX – TSVG**

Sub-Criteria	Evaluation	Evidence
1. Availability of adequate and effective demand for the intervention's outputs	Yes	Employers' Survey – 42% indicated that they will increase capital infrastructure in the next three years; 58% indicated that they will be expanding/extending operations; 26% will be undertaking new development; and 11% indicated they would be downsizing operations. Employers' survey – 76% stated that they will need technical staff in the next three years, with one employer indicating a need for more than 20 persons; 80% expected the need for administrative/clerical staff; 40% estimated a demand for machinery operators/drivers. About 33% of the employers surveyed have hired TVET graduates in the past 3 years, and more than 60% plan to hire TVET graduates in the next 3 years.
2. Pricing of outputs reflecting the cost of production	Too early	
3. Financial viability of operating entities	Too early	
4. Presence of policies and procedures to ensure continued funding for operation and maintenance of the assets financed	Yes	Appraisal Report, PSRs and Aide Memoire indicated that the SSDA is established and supported to serve as the National Training Agency. SSDA is a member of CANTA and is working with that agency for certification. The SSDA will be instrumental to advancing TVET in SVG.
5. Resilience to risks of net benefit flows and sensitivity of the intervention to changes in the operating environment	No	The Project is already experiencing significant delays without any apparent solution to the barriers to progress
6. Application of appropriate policies to ensure the maintenance of required human resources	Too early	
7. Adequacy of policies, institutions, market and regulatory environment	Yes	TIs and a Community College exist and are adequately resourced. This Project involves curriculum reform, facility enhancement and professional development; all of which should be able to be maintained beyond the Project.
8. Government ownership of and commitment to the intervention	Too early	Challenges within GOSVG have been responsible for the existing delays. While the Government is supportive, operational and bureaucratic challenges are slowing progress.
9. Adequacy of incentives for continued stakeholder participation	Yes	Employers' Focus Group discussion revealed that employers are seeking a closer working relationship with the TIs; while students are participating in industry attachments, there appears to be very little organisation around employer input into programme and curriculum development; and employers had ideas about what programmes would be relevant in SVG.
10. Low level of political and other risks	No	Aide Memoire, PSRs and Interviews – The Project is at a high risk due to delays that have slowed progress considerably, and will inevitably result in increased costs.
<b>5ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 10] Met	4	Highly Satisfactory
Sub-Criteria [1,3,4,5,8 and 10] Met	3	Satisfactory
Sub-Criteria [3,4,5,6 and 10] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1,2 and 5] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: Sub-Criteria 5 and 10 are currently not being Met. It is too early for 3 and 6. The delays are so structurally pervasive that sustainability will be a challenge.</b>		

**TABLE 5.55: COMPOSITE (AGGREGATE) PERFORMANCE SCORE – TSVG**

Core Criteria	PERFORMANCE RATING				CORRESPONDING SCORE
	RATING [ X ]				
	HS	S	MUS	US	
Relevance	X				4
Effectiveness	X				4
Efficiency			X		2
Sustainability			X		2
<b>Total Score</b>					<b>12</b>
<b>Average Score</b>					<b>3.0</b>
OVERALL ASSESSMENT					
<b>HS</b>	<b>Highly Satisfactory</b>		<b>&gt;3.25 and ≤ 4.00</b>		
<b>S</b>	<b>Satisfactory</b>		<b>&gt;2.50 and ≤ 3.25</b>		<b>X</b>
<b>MUS</b>	<b>Marginally Unsatisfactory</b>		<b>&gt;1.75 and ≤ 2.50</b>		
<b>US</b>	<b>Unsatisfactory</b>		<b>&gt;1.00 and ≤ 1.75</b>		

### Borrower/EA Performance

5.88 A number of factors led to lengthy project delays due to the BMC's procedures and processes. In addition, the Education Project Implementation Unit (EPIU) has met the reporting requirements as stated in the Loan Agreement (to date three quarterly reports are outstanding). Otherwise, EPIU is following due process in completing the project with no serious concerns from CDB. Table 5.56 provides the basis of the *Marginally Unsatisfactory* rating assigned to the Borrower/EA performance.

### CDB Performance

5.89 Project activities commenced with a CDB project launch workshop to ensure that the BMC's project implementation unit and other cooperating agencies had a good understanding of the project, and their roles and responsibilities. During the country visit, stakeholders agreed that communication and operational processes of CDB were both efficient and effective, despite some bureaucracy. The consensus was that the BMC's project staff were comfortable with CDB's communications protocol.

5.90 During implementation of the project, CDB conducted two supervision missions annually. The outputs of the supervision visits are a PSR and an Aide Memoire (when applicable). The project's PC prepares quarterly reports. Following the October 2014 Aide Memoire, CDB and MOE agreed to organise quarterly discussions on project implementation with EPIU and MOE over the next year. CDB Performance was rated *Marginally Unsatisfactory* as shown in Table 5.57.

**TABLE 5.56: BORROWER/EA PERFORMANCE EVALUATION MATRIX – TSVG**

<b>Sub-Criteria</b>	<b>Evaluation</b>	<b>Evidence and Explanation</b>
1. High-level support for the intervention; adequacy and timeliness of the provision of counterpart funding	No	Interviews and Aide Memoire – GOSVG’s processes retard project advancement
2. Timeliness in meeting loan effectiveness requirements (CP to first disbursement)	No	Aide Memoire - One condition precedent remains outstanding 32 months after loan approval – completion of the NPRS.
3. Timeliness of establishment of administrative and technical mechanisms for management and implementation	Yes	PSR – EPIU was already established as it was leading another Project
4. Administrative capacity of project steering/implementation committee; effective coordination arrangements between cooperating agencies, staff quality, etc.	No	Aide Memoire - A PSC with representation from the Chamber of Commerce, SSDA and St. Vincent and the Grenadines Community College (SVGCC) was established and is chaired by the PS, MOE. The PSC has not been meeting regularly.
5. Timeliness of procurement process for consultancy services, equipment, supplies, etc.; quality control of implementation performance	No	Interviews – At least one process has been slowed because of delays in decision making by the Central Tenders Board.
6. Compliance with terms and conditions and procurement guidelines	No	Three quarterly reports are outstanding.
7. Adoption of agreed policy, financial and institutional reform measures; mitigation of inconsistencies	Yes	Appraisal Report
8. Timeliness and accuracy of submission and dispatch of disbursement claims	Yes	Interviews, Aide Memoire
9. Adequate revenue/budgetary resources available for sustained operation and maintenance of the intervention’s assets	Too early	
10. Participation at the design and preparation stages, support for supervision, stakeholder consultation	Yes	PSR - comprehensive stakeholder workshop held.
11. Effective coordination and cooperation of implementing agencies’ in the engagement with stakeholders and boundary partners	Yes	The Director General for Finance indicated that many projects are being implemented and are coordinated through research done as part of the preparation of CSP and Appraisal Reports.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
Sub-Criteria [1 to 11] Met	4	Highly Satisfactory
Sub-Criteria [1 to 7] Met	3	Satisfactory
Sub-Criteria [2,3,5 and 7] Not Met	2	Marginally Unsatisfactory
Sub-Criteria [1 to 9] Not Met	1	Unsatisfactory
<b>Score: 2 – Marginally Unsatisfactory. Justification: Sub-Criteria [ 1, 2, 4, 5 and 6] are currently not being Met</b>		

**TABLE 5.57: CDB PERFORMANCE EVALUATION MATRIX – TSVG**

Sub-Criteria	Evaluation	Evidence
<b>I Quality at Entry</b>		
1. Strategic relevance and approach defined	Yes	Appraisal Report
2. Clear statement of development objectives and expected results represented in an LFM/RFM	Yes	Appraisal Report
3. Selection of options to address identified problem	Yes	Appraisal Report
4. Soundness of the interventions design	Yes	Appraisal Report
5. Policy and institutional assessment	Yes	Appraisal Report
6. Technical, financial and economic analyses applied to determine viability of the intervention	Yes	Appraisal Report
7. Fiduciary and legal assessment	Yes	Appraisal Report
8. Qualitative analysis conducted where benefits are not measurable	Yes	Appraisal Report
9. Poverty, Gender and Social Development assessment	Yes	Appraisal Report
10. Environmental, CC and DRM assessment	Yes	Appraisal Report
11. Risk identification and assessment and mitigation measures	Yes	Appraisal Report
12. Implementation arrangement appropriate/realistic	Yes	Appraisal Report
13. Roles and responsibilities of borrower, stakeholders and cooperating agencies defined	Yes	Appraisal Report
14. Assessment of borrower and/or EA capacity for timely fielding of consultants and monitoring performance	Yes	Appraisal Report
15. Monitoring, evaluation and reporting arrangements (results framework)	Yes	Appraisal Report
16. Incorporation of lessons learned from related projects	Yes	Appraisal Report
17. Bank inputs and processes adequate, efficient and timely	Yes	Appraisal Report
<b>II Quality of Supervision</b>		
1. QAE characteristics of the design have an acceptable impact on implementation performance	No	Observation and Aide Memoire – Implementation performance has been poor. The timelines have not been achieved and interventions have not been effective in moving the BMC along. Such action could have included discussion of the barriers to concluding Tender Board deliberations.
2. Management of fiduciary and legal aspects	Yes	Appraisal Report
3. Timeliness in identifying and assessing threats to achievement of DO's; and action taken	No	Observation and Aide Memoire – Observation yes, no action taken. The current delay relates to Tender Board actions. There is no indication that CDB attempted to advance the Tender Board decision making process.
4. Adequacy of supervision inputs (budget, staff, technology, systems) and processes	No	Observation, Aide Memoire - While time and budget are available for Supervision Visits, the project staff has many competing priorities

Sub-Criteria	Evaluation	Evidence
5. Adequacy of beneficiary targeting and use of annual project planning and progress monitoring	Yes	Observation, Aide Memoire, PSRs, CDB processes are good
6. Analysis of key quantitative and qualitative data to assess progress towards expected outcomes	Yes	PSR – The quantitative and qualitative indicators are outlined in the PSR but there is no indication of how they will be used to assess outcomes. No regular charting of data.
7. Timeliness and quality of responses to requests for changes during implementation	Yes	Interviews have disclosed the high esteem with which CDB officials are held.
8. Supervision staff continuity; and frequency, composition and length of supervision missions	Yes	PSRs – Supervision staff have remained constant since loan approval.
9. Timeliness, candour and realism in reporting progress, results, issues and time-bound actions	No	Aide Memoire - PMU has not submitted 3 quarterly reports. While candour exists, the PMU has still not submitted reports.
10. Degree of consistency between performance progress, results, issues/constraints and rating	Yes	Aide Memoire reporting accurately reflects the status of the Project
11. Timeliness and quality of reviews and consultations, integration of findings into implementation plans for the remaining project periods, and subsequent monitoring of any remedial measures	Yes	CDB staff have conducted reviews and consultations and are available to the BMC's project staff to provide technical guidance.
12. Efforts to build and maintain good relationships with development partners and stakeholders	Yes	CDB personnel are held in high esteem for their support and counsel.
ASSESSMENT	SCORE	RATING
90% of I and II	4	Highly Satisfactory
80% of I and II	3	Satisfactory
50% of I and II	2	Marginally Unsatisfactory
<50% of I and II	1	Unsatisfactory
<b>Score: 3 –Satisfactory. Justification: 86% of Sub-Criteria are anticipated to be Met</b>		

### Assessment of Impact

5.91 While the Project has the potential to have tremendous impact, it is too early in implementation to judge how the Project will actually impact HRD in St. Vincent and the Grenadines.

### Comparison of Programme to Accepted Good Practice

5.92 Table 5.58 provides the details of TSVG's comparison with Accepted Good Practice Standards.

**TABLE 5.58: COMPARISON TO ACCEPTED GOOD PRACTICE STANDARDS – TSVG**

Sub-Criteria	Evaluation	Evidence
1. Strong data on vocational programmes, including information on vocational programmes in international categorisations and labour market outcomes	No	No evidence of LMS. Some information is collected by TIs as part of the industrial assignment programme.
2. Consistent funding arrangements so that choices are not distorted by the availability of funds (supporting)	Yes	Funding exists for TIs and Community College. SSDA is established and funded.
3. Mechanisms in place to ensure that the mix of programmes corresponds to the needs of the labour market	Yes	Interviews – SSDA consults with industry about HR needs. This could be complemented with Labour Force Surveys and more organised programme advisory groups. About 21% of employers surveyed believed that they have input into the development of TVET programmes. Over 47% agreed that the TVET offerings provided in SVG are supplying employers with the qualified employees required; 29% of respondents believed that the TVET programmes are preparing students for the workforce; and 6% believed that graduates demonstrated a strong work ethic.
4. The teaching workforce offers a balance of teaching skills and current industry knowledge	No	Observation was that many of the programmes are very traditional. This Project seeks to diversify the situation with facility enhancement and professional development.
5. Adequate literacy and numeracy components built into programmes	Too early	Survey results showed that literacy and numeracy levels were inadequate; and 40% of employers surveyed believed that graduates are lacking in written and oral communication skills. This Project seeks to remedy this challenge through the introduction of CVQ's that include literacy and numeracy components.
6. Programmes offer opportunities for all and minimise dropout	Too early	Of employers surveyed, 47% believed that lack of financial resources is a barrier to accessing TVET programmes. The project includes a component designed to educate 1000 male and female unemployed/at-risk/vulnerable youth and adults there is not
7. Flexible modes of study are offered	No	Interviews revealed that the TIs operated on a regular school day schedule with no courses offered in the evenings and on weekends. It is believed that this situation will be addressed through one of the consultancies in this Project <sup>124</sup> .
8. Effective, accessible, independent, proactive career guidance, backed by solid career information (supporting)	No	Interviews and observation – There appears to be minimal career guidance. Where it is offered it is normally a position in the TI that combines guidance with industry attachment.
9. There is a well-developed qualification framework and clear articulation within the education system so that students can identify pathways that lead to professional qualification	No	Interviews with MOE, Document Review Development of a qualifications framework is included in the current project, and with increased collaboration between secondary schools and TIs will help to identify pathways
10. Work-based learning is systematically integrated into all programmes	Yes	Interviews with employers and instructors indicated that industrial attachments are provided whenever possible
11. Graduates committed to life-long learning	N/A	This could not be measured as no tracer studies are completed and no surveys of students were done in this evaluation.
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
81% - 100% of Sub-Criteria Met	4	Highly Satisfactory
51% - 80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Foundational
<50 % of Sub-Criteria Not Met	1	Developmental
<b>Score: 1 – Developmental. Justification: 38% of Sub-Criteria currently being Met. However, though this Project the rating has the potential to reach 90%.</b>		

<sup>124</sup> The use of ICTs will be a deliberate focus in project implementation to support the institutional framework, capacity building and enhanced delivery of TVET for improved relevance, efficiency and efficacy of the TVET system. Appraisal Report Paper BD 114/11 Paragraph 4.02, Page 12.

### Options for the Remainder of the Project

5.93 The Aide Memoire of October 2014 outlined several possibilities for enhancement of this project. The following options and opportunities have been identified from the review of the Aide Memoire, other project documents, site visits, personnel interviews and survey responses:

- (a) ***Incorporate community outreach to build TVET profile*** - A number of respondents felt there is a stigma as well as lack of understanding around TVET. The stigma comes early in the school system. Children are expected to perform well on academic subjects and aspire to professional careers. Technical vocations, especially ones with non-traditional roles along gender lines, are not valued. The suggestion was made several times that community outreach events (e.g. town hall meetings) should be held to sensitize parents and other community members regarding the benefits from TVET such as employment opportunities, training options, entrepreneurship possibilities and income generation. Role models could speak to their experience, and the importance of completing a secondary education. Other cost-effective Community Outreach and public education events could include radio and television interviews. The Evaluation Team notes that the incorporation of community outreach has been included in the Consultancy Services TOR to develop a TVET promotion and marketing strategy.
- (b) ***Ensure that all those involved in procurement are aware of CDB policies*** – Interviews revealed that there are those within the MOE who are not cognisant of the procurement policies of CDB. This has resulted in procurement delays. While procurement processes were addressed during the project launch, it might be helpful to have a second session on procurement that includes a broader section of government personnel.
- (c) ***Provide opportunities for industry to participate in TVET programme development*** – The employers who were interviewed expressed great interest in being involved in the development of meaningful TVET programmes. It is suggested that the SSDA hold regular sessions with interested employers to obtain feedback and use it to guide programme development. Furthermore, as the TIs develop their programmes, these employers could be more formally involved as advisory members to the respective TIs. The Evaluation Team understands that this has been included in the TOR for the development and operational effectiveness of the SSDA. It is recommended that the SSDA endeavours to ensure that the opportunities exist at the institutional level so that TIs have active programme advisors from within industry.
- (d) ***Build entrepreneurial opportunities into TVET programmes*** - At SVGCC it was observed that a number of programmes had an entrepreneurial focus such as developing, making, marketing and selling food products. One College Principal suggested the use of competency-based approach and portfolio assessment to develop work plans. In addition, students pursuing different courses could plan and integrate course outputs (e.g. a fashion show which also served food and played music). Tickets could be sold to community members and the funds raised could be used to purchase supplies. This approach has been successfully used in many institutions as instructional tools for both teaching marketable skills and demonstrating the marketing process for the skills that were being acquired.
- (e) ***Build TVET into the school schedule for all students, or subscribe to a target number.*** Scheduling of TVET courses will be considered as part of the Consultancy Services for the development of the TIs. The Evaluation Team notes that this not only provides an opportunity for access but also an opportunity for exposure that goes beyond that of marketing. One option is to provide an opportunity for all students to complete at least one TVET course. Another is to meet subscription targets, e.g. 50% of the school population will participate in TVET courses. Currently a limited number of students are given access



to TVET, and those who do, are generally students not performing satisfactorily in mainstream secondary schools. In the 2014 Aide Memoire, these factors were noted as “the significant wastage of human capital”, and potentially risked the achievement of key project sector outcomes.

- (f) ***Encourage schools to design timetables that allow for students to participate in programmes*** - School timetables are often not developed to include TVET courses and in some cases students must miss academic classes in order to participate in TVET activities. The Evaluation Team understands that this matter will be considered as part of the Consultancy Services for the development of the TIs and supports this initiative.
- (g) ***Organise public and private transportation to better suit student needs and ability to pay*** - Many secondary students attending TIs must rely on public transportation which is not timely enough for students to be always punctual. A recommendation was made for MOE to purchase buses and provide a school transportation service. Whether private or public, an improved transportation service will provide an incentive for both secondary and out-of-school students to participate. It should be noted that some programmes such as the Youth Employment Services (YES) organise apprenticeships as long as six months and provide a stipend of about \$400/month to cover transportation and incidental costs. The Evaluation Team understands that this has been addressed in an Aide Memoire; and timely resolution will ensure greater access for those wishing to pursue TVET studies.
- (h) ***Provide financial support through the revolving student loan fund for students seeking to study TVET.*** On the premise that TVET will lead to meaningful employment (as with tertiary education) establishing a student loan scheme similar to the tertiary level student loan programmes should be considered for the TVET sub-sector.
- (i) ***Encourage and coordinate inter-agency cooperation towards identifying, targeting and supporting TVET students*** - Several sources noted a high drop-out rate of trainees in the TIs. This is of particular concern to organisations helping to identify and counsel youth in the target categories of this project. To address the issue of high drop-out rates there needs to be better inter-agency cooperation. A number of agencies, including church groups that could be involved were identified in the October 2014 Aide Memoire.
- (j) ***Expand TI hours to include afternoon and evening programmes:*** Institutional reforms may be considered by the MOE to include a more flexible operation that better suits community needs. Currently TIs follow the school day, ending at 3 p.m. This leaves facilities under-utilised in the afternoon and evening when part-time or sessional instructors could run a variety of programmes. An expanded timetable will be considered as part of the Consultancy Services to develop TIs. The Evaluation Team notes that an option to consider as part of the reform process would be programmes with for-profit and cost-recovery initiatives or in-kind contributions from the private sector (expertise and equipment).
- (k) ***Develop a fund (preferably from institutional revenues), to be managed by each institution, for acquisition and replacement of basic tools, equipment and supplies from local vendors*** - Institutional maintenance budgets are centrally managed. This is a fairly standard procedure, however it appeared that institutions do not have the ability to purchase smaller items such as basic power tools. In one case, a teacher brought his own tools for students to use, and showed a cabinet full of defunct power tools. An employer also indicated that the tools and equipment that were being used for training were manual and obsolete which makes it difficult for students to adapt to a highly technological environment at the work place. A TI principal also noted that items were required to be procured through competitive bids, which often resulted in tools that were inappropriate

for the purpose and were accompanied by manuals that were not written in English. In order to ensure all institutions offering TVET have appropriate tools, a fund could be established specifically for replacement or acquisition of replacement tools that were available from local vendors on a purchase order basis. The Evaluation Team is pleased to note that this matter will be addressed in the Consultancy Services to develop the TIs.

- (l) ***Provide opportunities for instructor furloughs with participating businesses as a way to remain current and strengthen partnerships*** - Employers noted that some institutions occasionally used instructor furloughs or sabbaticals as a way to ensure instructors have the opportunity to remain current in their respective fields and keep abreast with business processes. This opportunity should be encouraged as it also strengthens the relationship between institutions and the private sector, and could lead to symbiotic partnerships. The Evaluation Team understands that this will be considered as part of the Consultancy Services to develop the TIs.
- (m) ***Increase the number of quality attachments for students in TVET programmes and strengthen Institute/Private Partner Relationships*** - All employers agreed on the importance of having attachments/internships. Over 70% of employers surveyed indicated that they will be hiring technical staff in the next 3 years. Approximately 70% identified training and retraining as being required within their own organisations over the next three years. Most employers noted that interns lacked many of the required skills and attitudes, but also recognised this as part of the learning process. Most employers have not hired many TVET graduates over the past three years, but this is expected to change as the economy improves and more students are expected to complete TVET programmes. Many graduates in the electrical programme at the SVGCC TI are hired by St. Vincent Electricity Services Limited (VINLEC) following attachments and programme completion. SVGCC TI has obviously fostered this and other relationships over the years. However, this type of relationship appears to be the exception as only 21% of employers surveyed agreed with the statement - “Our organisation has input into the development of programmes in the school/technical institution”. One employer went so far as to state there seems to be hesitancy on the part of the government to enter into advisory partnerships.

## **Conclusion**

5.94 The Appraisal Document for TSVG shows that lessons learned from earlier projects are being applied to this project design. There is a plan to increase access through the offering of programmes at non-traditional times. There is also a strategy to support transportation costs. Together, these two initiatives have the potential to increase participation of all students; including women. This responds to the key objective of CDB of advancing gender equity. Further, the monitoring of KPIs and the capture of baseline data will help to monitor advancement of the project.

5.95 Although this project is behind schedule, project implementation progress is expected to improve with training activities and consultancies commencing in the second quarter of 2015, and rehabilitation of buildings and procurement of equipment and tools scheduled for the third quarter of 2015. Project momentum will coincide with the release of the GOSVG’s Poverty Reduction Strategy in 2015, and anticipated development of the Labour Force Strategy. At this stage of implementation, any deficiencies can be addressed to facilitate successful completion of the project. This is the time to strengthen relationships between all stakeholders which include those in industry who can provide advice, student attachments and other training relationships with institutions, a variety of resources, and of course employ graduates.

5.96 The Education Project Implementation Unit (EPIU) and CDB have a good working relationship. CDB has outlined clear actions to be taken in the next 12 months in order to ensure this project is on track. It is up to the key stakeholders in SVG to ensure their tasks are completed efficiently and on schedule.

## 6. SUMMARY OF FINDINGS AND CONCLUSIONS

6.01 A summary of the composite scores for the 11 TVET Projects included in this evaluation is presented in Table 6.1. For projects that are still in progress, the evaluation is based on the likelihood that a favourable performance rating will be achieved.

**TABLE 6.1: SUMMARY EVALUATION PERFORMANCE SCORES FOR TVET PROJECTS**

PROJECT	PERFORMANCE RATING				AVERAGE SCORE	RATING
	Relevance	Effectiveness	Efficiency	Sustainability		
<b>Completed</b>						
TOECS	3	2	2	3	2.50	MUS
GBDS	3	4	2	3	3.00	S
UTIC	4	4	4	4	4.00	HS
TTIT	4	4	3	3	3.50	HS
GSLU	4	4	4	2	3.50	HS
TBZ	3	3	1	3	2.50	MUS
<b>In Progress</b>						
UTJA	4	2	1	2	2.25	MUS
THA	4	4	2	3	3.25	S
TGUY	4	4	2	4	3.50	HS
GDOM	3	4	3	3	3.25	S
TSVG	4	4	2	2	3.00	S
<b>Average Score</b>	<b>3.64</b>	<b>3.55</b>	<b>2.36</b>	<b>2.91</b>	<b>3.11</b>	
<b>Rating</b>	<b>HS</b>	<b>HS</b>	<b>MUS</b>	<b>S</b>		<b>S</b>
<b>ASSESSMENT GUIDE</b>						
<b>HS</b>	<b>Highly Satisfactory</b>		<b>&gt;3.25 and ≤ 4.00</b>			
<b>S</b>	<b>Satisfactory</b>		<b>&gt;2.50 and ≤ 3.25</b>			
<b>MUS</b>	<b>Marginally Unsatisfactory</b>		<b>&gt;1.75 and ≤ 2.50</b>			
<b>US</b>	<b>Unsatisfactory</b>		<b>&gt;1.00 and ≤ 1.75</b>			

6.02 While the detailed analysis in the previous section provides an indication of the strengths and weaknesses of each Project, the aggregate results indicate that UTIC was one of two Projects that scored *Highly Satisfactory* for the two core criteria - Efficiency and Sustainability. The UTIC Project was one of the few that was completed within the timeframe set out in the implementation schedule at Appendix 3.4 of the Appraisal Report<sup>125</sup>. The Project design was such that the Innovation Centre now has its own revenue stream; making it more likely to have the future that was envisioned at Appraisal. TGUY also rated *Highly Satisfactory* for Sustainability as the country has made TVET a priority. The Minister of Education, Guyana is the champion of TVET and structures (including a strong TVET Council) and policies are in place to support future interventions. GSLU has rated well in the evaluation as it was well designed and executed. However, the challenge with the GSLU relates to the subsequent changes in designation and function of the schools. The original intent was that these schools would provide TVET. One of the technical schools has subsequently become a secondary school. Equipment has not been maintained and budget priorities seem to be less focused on TVET.

6.03 The three projects that had the highest scores in the evaluation represented different TVET models. UTIC, TTIT and UTJA are institutional solutions. TGUY, TSVG, TBZ, TOECS and THA are interventions that focus on the establishment and capacity building of TIs. GSLU, GDOM and GBDS were General

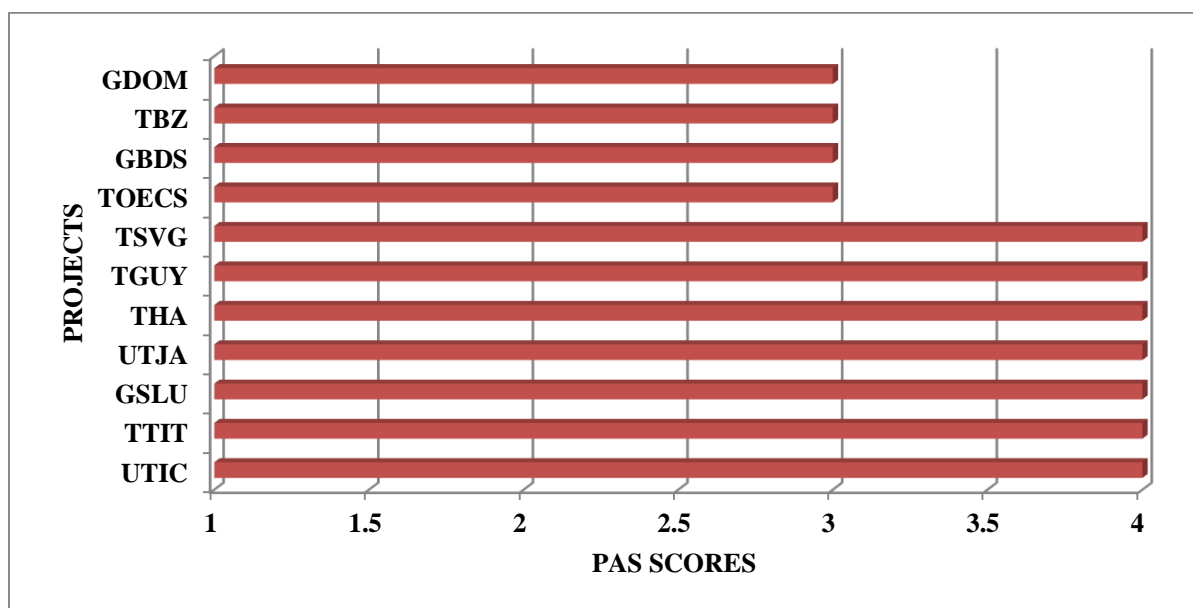
<sup>125</sup> Appraisal Report: Paper BD 53/99. May 10, 1999.

Education projects that included a TVET component. These models demonstrated the different forms of intervention that could be utilised to enhance an integrated TVET system.

### Relevance

6.04 The overall rating of *Highly Satisfactory* for the Relevance of the projects evaluated indicated the Bank's achievement in the selection and financing of these interventions. Chart 6.1 shows the Relevance performance scores for the projects.

**CHART 6.1: OVERALL RELEVANCE PERFORMANCE EVALUATION SCORES**



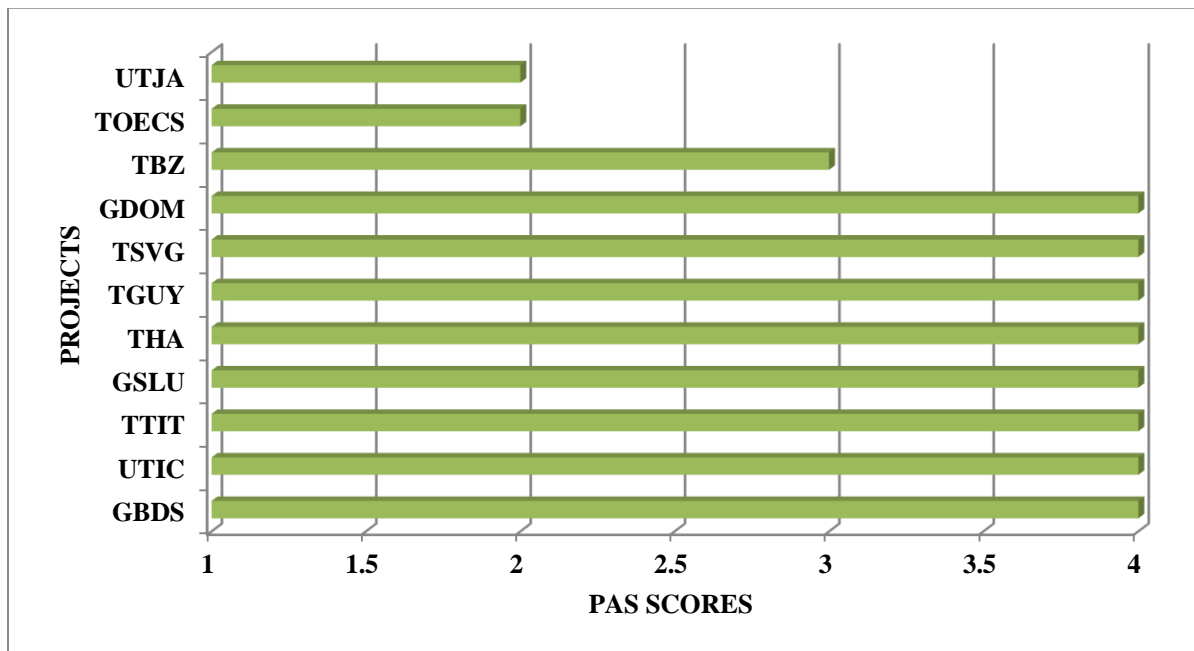
6.05 Only projects that fit the strategy and policies of the Bank are approved and the analysis of potential benefits and risks of the projects are very well done. The projects are also clearly linked to CDB's country strategies and the BMCs development priorities and sector plans. In instances where the BMC does not have appropriate guiding policy, CDB provided technical assistance to the BMC to ensure that the strategic direction and priorities are identified and defined. For those projects scoring a rating of *Satisfactory* (GDOM, TBZ, GBDS and TOECS), there was no evidence of extensive stakeholder consultation; particularly with business and industry. Effective TVET systems need to be strategically integrated with both education and industry.

### Effectiveness

6.06 Chart 6.2 shows that the performance scores for the Effectiveness of the projects which are generally *Highly Satisfactory*.

6.07 The improvement of technical and vocational education is the objective of all projects selected for this evaluation. The performance criteria for rating a project are very clear: it is the measurement of "outcomes" rather than "outputs" that are of importance. All the Appraisal Reports for the interventions evaluated included LFMs and these identified the expected outcomes and in many cases very precise and measurable indicators. Yet these indicators are not specifically referenced in either the PSR's or PCR's and in no case was baseline data provided. M&E of project performance focused on the achievement of the outputs. The PCRs are also focused on achievement of the outputs with very little reference to the verifiable targets that appeared in the LFMs.

**CHART 6.2: EFFECTIVENESS PERFORMANCE EVALUATION SCORES**



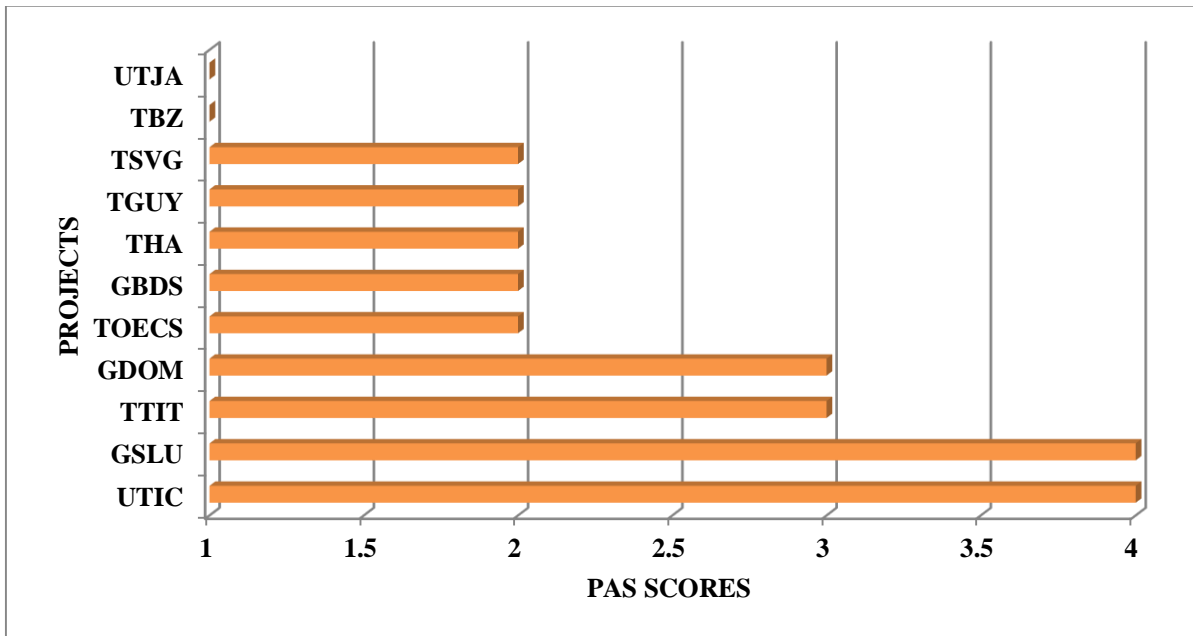
6.08 The evaluation also noted that the performance indicators/targets presented in the Appraisal Reports differed significantly across projects even though the outcomes were quite similar. In order to evaluate effectiveness of each of the projects, an attempt was made to locate data that would permit measurement of the indicators provided in the Appraisal Reports. When the requisite data was not available, other indicators such as evidence that unemployment was decreasing or that industry is informing programmes were identified that could provide evidence of effectiveness.

6.09 Effectiveness could be more readily evaluated if tracer studies are completed. Not only can the information from tracer studies inform TVET programming but the information can also assist with the evaluation of programme effectiveness. A positive development is that LMS are being conducted in several countries and the results of labour market studies conducted in St. Lucia, Guyana and Belize have been incorporated in the evaluation. Jamaica regularly conducts LMS and tracer studies. Also, the OECS has developed Labour Market Information System software to assist with the administration of LMS.

### **Efficiency**

6.10 The aggregate Efficiency performance for the 11 projects included in this evaluation is illustrated in Chart 6.3. The results indicated that, of the 11 projects, two rated *Highly Satisfactory* (GSLU and IUTIC) and *Satisfactory* (GDOM and TTIT), respectively, for Efficiency.

**CHART 6.3: EFFICIENCY PERFORMANCE EVALUATION SCORES**



6.11 Part of the challenge of loan execution relates to delays in meeting CP. The total delay in meeting the CP for 10 projects was approximately 87 months (the variance between actual time taken to meet CP and the appraisal estimate). The CP, reviewed were generally not onerous and should have been achieved within the anticipated timeframe. Table 6.4 shows that the total median time taken for the TVET projects from approval to loan effectiveness was approximately 325 days.

**TABLE 6.4: IMPLEMENTATION EFFICIENCY TIME TAKEN TO LOAN EFFECTIVENESS**

Project	Date Approved	Date Loan/Grant Agreement Signed	Date Conditions Precedent Met	Date of First Disbursement	Time to Loan Effectiveness	
					days	months
UTIC	1999-05-10	1999-08-11	2000-03-13	2000-05-05	308	10.27
TTIT	2000-07-13	2000-11-07	2001-01-01	2001-01-31	172	5.73
GSLU	1999-12-09	2000-06-05	2000-11-14	2001-12-15	341	11.37
UTJA	2007-12-13	2008-07-24	2010-06-18	2010-06-24	918	30.60
THA	2008-05-26	2008-09-24	2010-07-27	2011-08-30	792	26.40
TGUY	2008-12-10	2009-04-27	2010-05-20	2010-06-15	526	17.53
TSVG	2011-12-08	2012-02-21	2012-09-10	2013-08-28	277	9.23
GBDS	1995-12-07	1996-06-21	1996-06-21	1996-09-30	197	6.57
TBZ	2000-10-12	2001-01-09	2001-05-09	2003-05-20	209	6.97
GDOM	2009-05-25	2009-09-21	2010-06-07	2010-11-26	378	12.60
<i>Median Time Taken From Approval To Effectiveness</i>					<b>325</b>	<b>11</b>

6.12 The Annual Review of the Performance of the Portfolio of Projects/Loans Under Implementation for the Year ended December 31, 2013 provides an indication that the challenge with meeting CP is not unique to TVET projects. The review noted: “Of the 14 loans that became effective in 2013. The total time taken from Board/loan approval to loan effectiveness<sup>126</sup> for these loans was estimated at 309 days (399 days in 2012). The time taken for loan agreements to be signed and become effective continued to be the major bottleneck to project start-up. Reasons indicated for the delays in meeting CP to first disbursement included project management arrangements and procurement of design/supervision consultants.”<sup>127</sup>

6.13 Table 6.5 compares the estimated Terminal Disbursement Dates (TDD) for each project with the actual or projected date. The analysis reveals that for the total of 10 loans/grants that were examined, the loans were implemented on average 33 months beyond what was projected. In addition, there are five projects that are not completed and could end up further behind than they are currently. The establishment of the UTIC appears to have been executed as planned. Furthermore, while TSVG, appears close to being on schedule, reports in country indicate that procurement issues are delaying the project nearly one year behind schedule.

6.14 Interviews with representatives from the Ministries of Finance (MOF), recognised that CDB does not approve an extension of TDD without an application from the BMC. However, the representatives indicated that extending the TDD resulted in the increased cost of maintaining PMUs longer than anticipated. In that regard, CDB was expected to discourage requests for repeated extension of TDDs. This implies a need for more accurate projection of timelines at Appraisal and the BMCs commitment to the agreed implementation schedule.

---

<sup>126</sup> Paper BD 34/14: A loan becomes effective when a Borrower satisfies the Conditions Precedent to First Disbursement of the loan. The time taken to loan effectiveness comprises: (i) Loan Approval to Loan Agreement dispatch; (ii) Loan Agreement dispatch to Loan Agreement signing; and (iii) Loan Agreement signing to conditions precedent met. Paragraph 2.42, Page 20, ARPP 2013.

<sup>127</sup> Paper BD 34/14, Paragraph 2.42, Page 20. ARPP 2013.

**TABLE 6.5: EVALUATION OF PROJECT IMPLEMENTATION**

Project/BMC	Date Loan Agreement (LA) Signed	TDD Appraisal Estimate	TLA - TDD (months)	CP			TDD			
				Appraisal Estimate	Actual Date	Variance (months)	Appraisal Estimate	Actual/Projected*	Variance (months)	
<b>Completed</b>										
TBZ Belize	9 Jan 2001	31 Dec 2003	36	9 May 2001	9 May 2001	0	31 Dec 2003	30 June 2008	55	
GSLU St. Lucia	5 June 2000	30 Sept 2003	40	9 May 2000	14 Nov 2000	6	30 Sept 2003	8 April 2004	6	
TITT Trinidad and Tobago	7 Nov 2000	31 Mar 2001	5	15 Sept 2000	1 Jan 2001	4	31 Mar 2001	30 June 2005	52	
GBDS Barbados	21 June 1996	31 Dec 2000	55	21 June 1996	21 June 1996	0	31 Dec 2000	31 Oct 2004	47	
UTIC Jamaica	11 Aug 1999	31 Jan 2003	42	15 Nov 1999	13 Mar 2000	4	31 Jan 2003	31 Jan 2003	0	
<b>Ongoing</b>										
TGUY Guyana	27 April 2009	31 Dec 2010	20	26 June 2009	20 May 2010	11	31 Dec 2010	31 Dec 2014*	49	
TSVG St. Vincent and the Grenadines	21 Feb 2012	31 Dec 2016	59	15 June 2012	10 Sept 2012	3	31 Dec 2016	31 Dec 2017*	12	
UTJA Jamaica	24 July 2008	31 Dec 2011	42	5 March 2008	18 June 2010	28	31 Dec 2011	30 June 2015*	43	
THA Haiti	24 Sept 2008	30 Oct 2010	26	15 July 2008	27 July 2010	25	30 Oct 2010	30 June 2015*	57	
GDOM Dominica	21 Sept 2009	31 Aug 2014	60	20 Nov 2009	7 June 2010	7	31 Aug 2014	30 Aug 2015*	12	
<b>Total</b>			<b>386</b>	<b>Total</b>			<b>87</b>	<b>Total</b>		<b>332</b>
<b>Average</b>			<b>39</b>	<b>Average</b>			<b>9</b>	<b>Average</b>		<b>33</b>

\*PSR latest estimate



6.15 The potential cost of project delays are substantial:

- (a) ***Cost to the advancement of education*** – delays in education reform result in a cohort of students who will not have the opportunity to benefit. These projects endeavour to enhance human capital through the introduction of enhanced technical and vocational education. The objective of this form of education is the advancement of skills that will contribute to expanded economic capacity. The delays in project implementation have resulted in a lost opportunity for the development of human capital; perhaps the greatest cost of all.
- (b) ***Extended investment in Project Management Resources*** – based on an estimated monthly cost of operating a Project Management Office of \$10,000 (indicated in the TSVG Appraisal Report), the total cost of the delays in this evaluation would amount to \$3.0 million (\$10,000 x 300).
- (c) ***The payment of commitment fees*** – depending on the funding source, a commitment fee may be applicable (funding from CDB's Ordinary Capital Resources - OCR), which is a cost to the BMC. Delays in those projects funded by OCR resources result in the payment of commitment fees by the BMC over a longer period and this contributes to an increase in the cost of the project.
- (d) ***Reduced purchasing power*** – estimating an inflation rate of 2%, a general purchasing delay of 3 years and an estimate of \$2 million to be expended on programmatic components of individual projects, one can estimate that on average, each BMC lost approximately \$120,000 in purchasing power through implementation delays.
- (e) ***Cost of human capital*** – project staff in the BMCs and at CDB would have spent substantially more time administering projects with implementation delays. This can result in these individuals not being available for other functions within their organisations; increased administrative expenses; and reduced productivity
- (f) ***Opportunity Cost*** – engaging CDB staff with projects delayed over an extended period of time results in the reduced efficiencies at CDB. Staff engaged in these projects are not available to appraise and supervise new projects and as a result, CDB's overall development effectiveness is also reduced.

6.16 Projected and actual project costs for completed or nearly completed projects were examined in order to better understand the financial efficiency of the projects included in this evaluation. CDB policy stipulates that loan amounts approved cannot be increased without a review of the project and re-submission to the Bank's Board of Directors for approval of additional funding. Therefore the only variances in CDB disbursements to the projects resulted from the balances of loans that were cancelled which occurred for the UTIC and GBDS. In addition, the variances in counterpart expenditure for the projects were also examined. Four projects were not included in the assessment of project cost: TSVG (too early in the Project), THA (disbursements to date are not a substantial portion of the Project), GDOM (all counterpart contributions not available) and UTJA (disbursements in this Project are substantially delayed and Project is being re-scoped).

6.17 Of the eight projects included in Table 6.6, six resulted in additional expenditures by the BMC. Due to the multi-country nature of TOECS and the age of the project, it was excluded from the analysis. Excluding the TOECS project, BMCs contributed over \$7.5 mn more than estimated at appraisal. The analysis noted that while the total of counterpart funds for TGUY was not spent, project management

expenditures were over budget. The project management expenditures for UTJA were also over budget. The two projects that did not run significantly past the TDD were UTIC and GSLU. UITC required no additional counterpart funding beyond that which was budgeted at appraisal while GSLU was 9% above what was projected. It is anticipated that counterpart funding for the two most recent projects in the sample, TGUY and GDOM, will be close the appraisal estimate.

**TABLE 6.6: SUMMARY OF COUNTERPART CONTRIBUTIONS (\$'000)**

<b>Project</b>	<b>Completion</b>	<b>Planned<sup>1/</sup></b>	<b>Actual</b>	<b>Variance</b>	<b>%</b>
TGUY <sup>2/</sup>	2014	2,122	1,827	(295)	(14)
UTIC <sup>3/</sup>	2003	295	295	0	0
GSLU <sup>3/</sup>	2004	1,998	2,740	742	9
TBZ <sup>3/</sup>	2008	5,080	7,761	2,681	13
TTIT <sup>3/</sup>	2005	4,500	6,100	1,600	36
GBDS <sup>3/</sup>	2004	7,522	10,506	2,984	40
<b>Total excluding OECS</b>		<b>21,517</b>	<b>29,229</b>	<b>7,712</b>	<b>36</b>
TOECS <sup>3/</sup>	1995	1,700	4,359	2,659	156
<b>Total including OECS</b>		<b>23,217</b>	<b>33,588</b>	<b>10,371</b>	<b>45</b>

<sup>1/</sup> Appraisal Report. <sup>2/</sup> Quarterly Report on Investment Cost. <sup>3/</sup> PCR/PSR

6.18 The delays in six (6) of the projects were attributed to slow approval processes within Ministries and delays when staff in the executing agencies changed. The establishment of PSCs was a requirement for several projects, but there was little evidence in CDB's Registry files of the frequency of PSC meetings and how engaged the PSCs were in the implementation in the process. The individual PSC appeared to be an overlay of the existing government's bureaucratic structure. PSCs properly constituted and trained, can provide support to Project Managers in the BMCs and help to reduce delays. Furthermore, CDB should be appraised of delays immediately rather than through a report or a supervision visit.

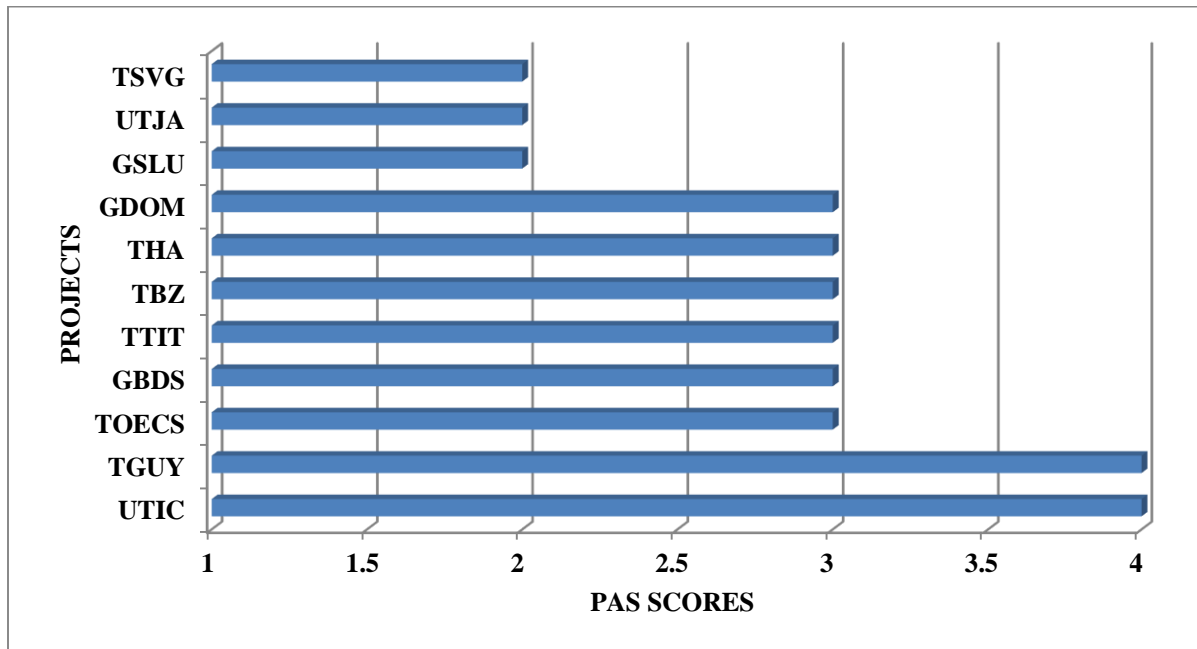
6.19 Lack of timely provision of counterpart resources also contributed to project delays. In some cases this was due to fiscal constraints in the BMCs. In other cases, such as GBDS, it was due to the scope of works being much greater than anticipated. Where projects exceeded their projected completion dates Borrowers were required to source additional funds to complete implementation of the projects, usually through Additional Loans.

6.20 Another factor that was cited in the assessment of both effectiveness and efficiency was insufficient technical expertise within the project unit or the MOE to make decisions about the suitability of equipment. In most cases the project unit relied on the Institutes' Managers or School Principals to accept equipment shipments. This resulted in the acceptance of incomplete or inappropriate shipments. This constraint has been alleviated as there are more individuals with the requisite technical expertise in all BMCs included in this evaluation.

### **Sustainability**

6.21 Sustainability of the interventions assessed can be measured in terms of the ability to develop systems and processes to institutionalise TVET; ability to maintain the physical facilities and respond to changing employment needs; development and retention of education professionals; and management of TVET curriculum to ensure the requisite programme delivery. The sustainability scores for the projects are presented in Chart. 6.4.

**CHART6.4: SUSTAINABILITY PERFORMANCE SCORES**



Systems and Processes

6.22 All of the project BMCs included in the evaluation have established TVET organisations and the capability to support TVET within the MOEs. Jamaica and Trinidad and Tobago are recognised as regional leaders and, in addition to having the structures to facilitate advanced TVET, these countries also facilitate access by other regional neighbours to professional development. Barbados, Belize and Guyana have committed significant resources to the development of TVET. These countries have well established TVET operations with TVET Councils that lead development in the sub-sector. St. Vincent & the Grenadines has a relatively new organisation, the SSDA that is guiding the professional development of educators and is leading the certification of students and facilities. Dominica appointed a new TVET Council in 2013, and while it has been very progressive in its development of TVET programmes, particularly in secondary schools, it does not yet have well-articulated TVET strategies and operational policies. All the project countries with the exception of Dominica and Haiti are members of the Caribbean Association of National Training Agencies.

Facility Maintenance

6.23 With the exception of Jamaica and Trinidad and Tobago, the recurrent expenditure budgets of the project countries have no specific allocation for maintenance of TVET facilities. The TVET agencies in these BMCs must apply for maintenance funds from the general education budget. This makes it difficult to maintain equipment and introduce new programmes to support industry. A PSR for the GSLU noted that a Preventative Maintenance Management Plan was developed but there was no evidence that it was approved and operational. It was observed during the field visit to St. Lucia that much of the laboratory equipment is old and in need of servicing. Schools and TIs have small maintenance budgets that are inadequate to meet the needs of the laboratory equipment necessary for the programmes. In Belize, limited resources for maintenance constrains the replacement of equipment due to obsolescence and the ability to deal with the incidence of flooding during adverse weather conditions.

### Responding to the Needs of Industry

6.24 While labour force studies are accepted best practice and the Canadian Education for Employment initiative has created a template that is available to members of CANTA, few surveys are routinely conducted in the BMCs. Two observations emerged during discussions with stakeholders: (a) there is an impression that the survey process is time-consuming and complicated; and (b) there are varying relationships with Ministries of Labour. While it takes time to develop labour force information as sophisticated as that which exists in Jamaica, a labour force study need not be overly complicated or expensive to administer.

6.25 Local Chambers of Commerce are good starting points for the development of employer databases and basic electronic survey tools can be used. While the use of paper-based surveys and enumerators is likely to yield much more comprehensive results, the use of electronic surveys will provide useful information and will encourage a culture of responding electronically. Education and HRD portfolios are part of combined Ministries in some of the countries, such as Barbados and Dominica included in this evaluation. In other countries, such as Belize and St. Vincent & the Grenadines, the portfolios exist in separate Ministries and no clear collaboration exists between these entities. For TVET programmes to meet their economic development purpose, the education and HRD functions must work in tandem.

### Development and Retention of Educators

6.26 Several of the projects (TBZ, TGUY, GBDS and GDOM) included in this evaluation supported the professional development of educators. However, financing of continued professional development is a challenge. Furthermore, it was noted that in some jurisdictions, remuneration of TVET educators were not competitive with those in industry and this was an impediment to recruiting qualified personnel. Also, it has been reported that in some cases, TVET teachers do not receive comparable compensation to those teaching “academic” subjects. Establishing equitable compensation packages for TVET educators could ensure that appropriately qualified teachers are attracted to and retained, in the system. Disparities in the compensation packages for general education system and TVET sub-sector serve to highlight the low level of importance and regard given to TVET as a viable career path.

6.27 It was noted that BMCs are sometimes constrained in offering higher level NVQ and/or CVQ certification because instructors do not have sufficient industrial experience. It may be necessary for the smaller BMCs to develop cooperative programmes at the higher level CVQs. The offer of these programmes from a central location similar to what is done for the certification of assessors and evaluators would alleviate some of the financial pressures on BMCs to advance the level of technical education. It is possible for the programmes to be offered in a blended fashion where the theory is covered through distance education and the practical is delivered in a central location.

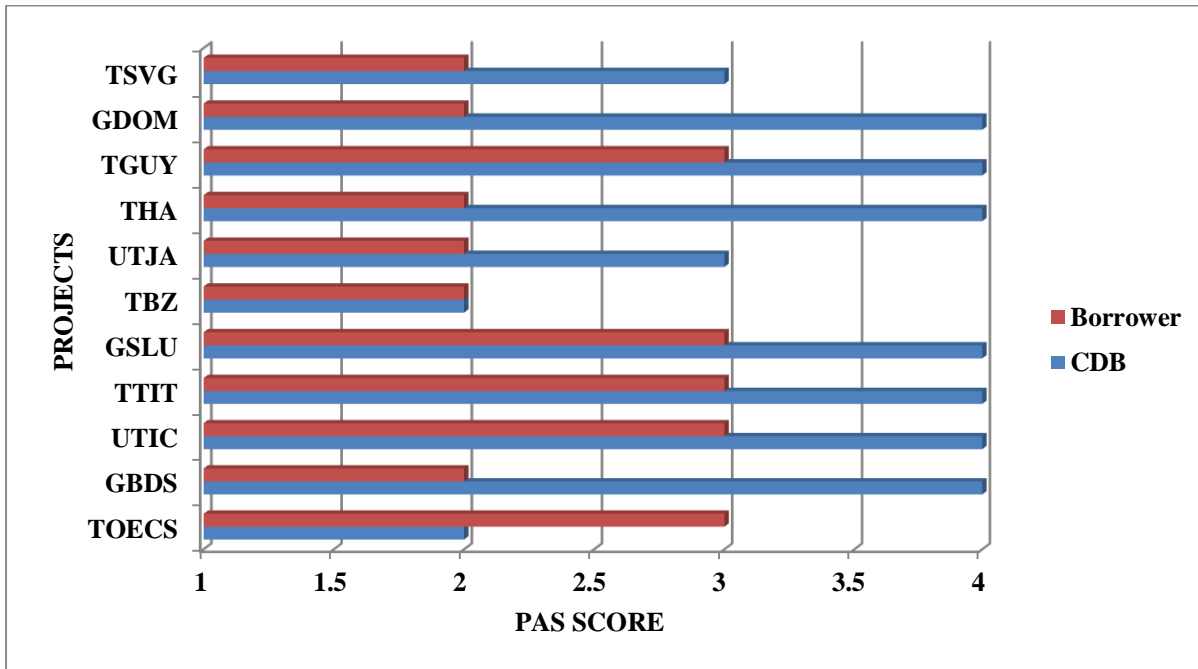
### **Implementation Performance**

6.28 Table 6.7 and Chart 6.5 present a summary of the implementation performance of the Borrower/EA and CDB.

**TABLE 6.7: EVALUATION OF IMPLEMENTATION PERFORMANCE**

PROJECT	EVALUATION				COMBINED AVERAGE
	Borrower/EA		CDB		
	Rating	Score	Rating	Score	
TOECS	S	3	MU	2	2.5
GBDS	MU	2	HS	4	3.0
UTIC	S	3	HS	4	3.5
TTIT	S	3	HS	4	3.5
GSLU	S	3	HS	4	3.5
TBZ	MU	2	MU	2	2.0
UTJA	MU	2	S	3	2.5
THA	MU	2	HS	4	3.0
TGUY	S	3	HS	4	3.5
GDOM	MU	2	HS	4	3.0
TSVG	MU	2	S	3	2.5
<b>Average Score</b>		<b>2.45</b>		<b>3.45</b>	
<b>Rating</b>		<b>MUS</b>		<b>S</b>	
<b>ASSESSMENT LEGEND</b>					
<b>HS</b>	Highly Satisfactory		4		
<b>S</b>	Satisfactory		3		
<b>MUS</b>	Marginally Unsatisfactory		2		
<b>US</b>	Unsatisfactory		1		

**CHART 6.5: BORROWER/CDB PERFORMANCE RATINGS**



### **Borrowers’/EAs Performance**

6.29 The first and most prevalent issue regarding Borrowers’ performance is that of meeting the CP on schedule. Only one of the BMCs evaluated met the CP on time. St. Lucia was within two months with TTIT, UTIC and TSGV being within 4 months. Not meeting CP on a timely basis slows progression of the project and also is indicative of the degree to which the BMC can manage the project. With the exception of UTIC, failure to meet the CP was an indicator that project completion would be delayed. As indicated under the assessment of Efficiency, numerous reasons existed for CP not being met in the time stipulated by CDB’s legal requirements, such as slow appointment of project staff/PMU/PSC, late provision of counterpart resources, lengthy resolution of issues dealing with land acquisition for project purposes and slow government approval processes. The Evaluation Team suggests that CDB should seek ways to ensure BMCs’ compliance in meeting CP as required.

6.30 In the case of TSVG, TBZ and GBDS, it was noted that the PSC did not meet regularly. PSCs, if properly constituted, trained and empowered can be of tremendous assistance in advancing a project; particularly when it comes to removing barriers to progress. The PSRs noted that procurement delays resulted in projects falling behind schedule. Projects, while outside of the regular Ministry operations, must be fully integrated when it comes to procurement.

6.31 In the case of Belize and to some degree in Guyana, people with insufficient technical skills were receiving and taking responsibility for equipment. When the equipment was installed and went into operation, it was noted that it had deficiencies; either because it was unsuitable or because it was missing parts. It is important that the BMC Project Unit assign receiving responsibility to people who have the requisite technical knowledge to ensure the shipments are complete and the authority to keep it intact until it is needed for operation.

### **CDB Performance**

6.32 CDB’s lending policy indicates that a loan becomes effective when a Borrower satisfies the CP to first disbursement. The loan agreement provides for 60 days from loan signing to loan effectiveness (giving a combined standard of 120 days from loan dispatch to effectiveness)<sup>128</sup>. The Evaluation Team notes that all CP must be met prior to the first disbursement of the loan<sup>129</sup> and that there are start-up activities<sup>130</sup> conducted by the Bank prior to project implementation. In view of this CDB should consider that the BMCs meet CP before any aspect of project implementation commences, even those activities to be financed by counterpart resources, in order to address the bottlenecks within the BMC early and avoid continuous delays throughout the project implementation period. Another option would be for CDB to revise the existing timelines for CP to be met, taking into account the capacity of the BMC to meet the stipulated timeframe.

6.33 Appraisal Reports, in their lessons learned sections, outlined the importance of stakeholder consultation. Yet, it appears from discussions and document review that significant discussion did not

---

<sup>128</sup> Annual Review of Portfolio Performance: 2009: Paragraph 2.34, Page 16.

<sup>129</sup> Operational Policies and Procedures Manual Revised 2014, OPPM 4/I/B4 BP, Volume 4: Before withdrawals from the Loan Account can commence or before the Bank can agree to establish any letter of credit, the Borrower should satisfy all conditions precedent to first disbursement as outlined in the Loan Agreement. In the case of Supplemental Loan Agreements, Amending Loan Agreements, Additional Loan Agreements or Counterpart Agreements, all conditions necessary to make the said Agreement effective, should have been satisfied. Signing of the CDB Loan Agreement (LA) is required 60 days after dispatch of the LA. CP are required to be satisfied 60 days from signing of the LA. Extension of the time to a BMC for meeting CP can be approved by CDB’s Legal Department for a specified length of time. The Loan offer may be withdrawn by the Bank if the Borrower/EA has not signed the Loan Agreement at the end of 18 months after Board Approval

<sup>130</sup> OPPM 4/1/A2 BP: **Start-up Activities**: determines the extent of readiness of an intervention for implementation which impacts loan effectiveness; and effectiveness of the start-up/launch workshop with regard to clarification of CDB policies, procedures, reporting requirements, documentation and standards.

occur with industry representatives. This is further supported in surveys and interviews where employers indicate their willingness to provide input but their acknowledgement that they are not frequently asked. Good practice dictates that stakeholder consultation is an integral component of project design and formulation and contributes toward better decision-making. It is important to ensure that specific stakeholder consultation processes/practices are formally incorporated in the appraisal process.

6.34 Interviews in the BMCs and with CDB Staff indicated that projects are closely monitored, but there was little evidence of this in CDB’s Registry files. All specific loan documents (Appraisal Reports, Loan Agreements, Disbursement notifications, PSRs and PCRs) were in the Registry Files. However, there was a deficiency in the Registry Files with respect to reports submitted by the BMCs’ Project Managers/Coordinators (e.g. minutes of PSC meetings, status reports, reports on investment cost) and other CDB Staff Reports (such as Back-to-Office-Reports, Aide Memoires). Compliance of Project Managers/Coordinators in BMCs with the reporting requirements detailed in the Appraisal Reports can strengthen the M&E function within the BMC; minimise the time spent by CDB Project Supervisors in additional follow-up activities; and facilitate the timely resolution of issues/challenges during implementation. Consideration can also be given to preparation of the PSR in the BMC for review by the CDB Project Supervisor.

6.35 Monitoring of the fiduciary and legal requirements of the Loan Agreement is an integral component of the project supervision process. The PSRs and PCRs indicated that CDB Staff were cognisant of the fiduciary and legal responsibilities of CDB, and there was no evidence in the Registry files of any misjudgement or breach of processes or procedures that could be a risk to the Bank.

### Assessment of Impact

6.36 Based on the internationally accepted characteristics of effective TVET programmes, an assessment of the impact was conducted for those interventions that were subject to the more intensive scrutiny, and those that were near the end of implementation. The results of this assessment are presented in Table 6.8.

**TABLE 6.8: SUMMARY OF ASSESSMENT OF PROJECT IMPACT**

Project	Score	Rating
<b>TBZ</b>	<b>86%</b>	<b>Satisfactory</b>
<b>GSLU</b>	<b>17%</b>	<b>Unsatisfactory</b>
<b>TGUY</b>	<b>83%</b>	<b>Satisfactory</b>
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
90% of Sub-Criteria Met	4	Highly Satisfactory
80% of Sub-Criteria Met	3	Satisfactory
50% of Sub-Criteria Met	2	Marginally Unsatisfactory
<50 % of Sub-Criteria Not Met	1	Unsatisfactory

6.37 This impact assessment supports the Effectiveness ratings, indicated in Table 6.1, for TBZ and TGUY. Belize continues to experience fiscal challenges and there is no evidence that sufficient resources will be provided to support the continued growth of TVET and higher ITVET enrolments. Funding and the uncertain government commitment erode the confidence in the intervention’s effectiveness.

6.38 GSLU is most surprising in that it received a *Highly Satisfactory* rating for Effectiveness, yet when subjected to the impact assessment, the results are not encouraging. Two factors might contribute to the

poor result. The first is the high unemployment rate in St. Lucia. Many of the graduates interviewed were unemployed; and employers responding to the Employers’ survey indicated that they would be hiring in the near future. It is critical that educators in St. Lucia know where the jobs will be so that they can ensure that programmes are put in place to adequately prepare students for the opportunities. Second, the TVET intervention in St. Lucia was in the secondary school setting. While students were exposed to TVET, it was part of a general education programme and not as intensive as a programme at a TI. This might result in graduates being less prepared for specific jobs.

### Comparison with Accepted Good Practice Standards

6.39 Table 6.9 provides the summary results of the comparative analysis of the performance of Level 1 (TBZ, GSLU), Level 2 (TGUY, TSVG), and Level 3 (UTJA, GDOM) projects with the accepted good practice standards to demonstrate how far along BMCs were in their development of TVET systems.

**TABLE 6.9: EVALUATION COMPARED WITH ACCEPTED GOOD PRACTICE**

CONDITION	PROJECT					
	Level 1		Level 2		Level 3	
	TBZ	GSLU	TGUY	TSVG	UTJA	GDOM
1. Strong data on vocational programmes	Yes	Yes	Yes	No	Yes	Yes
2. Consistent funding arrangements	Yes	No	Yes	Yes	No	Yes
3. Mix of programmes that meet the needs of the labour market	Yes	No	Yes	Yes	Yes	Yes
4. Teaching workforce has balance of teaching and industry knowledge	No	No	No	No	Yes	No
5. Literacy and numeracy incorporated into curriculum	Yes	No	Yes	No	Yes	Yes
6. Programmes offer opportunity for all	Yes	No	Yes	No	No	No
7. Flexible modes of study are offered	No	No	Yes	No	No	No
8. Career counselling provided	Yes	No	No	No	No	No
9. Qualification frameworks with clear articulation	No	No	No	No	Yes	No
10. Total integration of work based learning	Yes	No	Yes	Yes	No	No
11. Graduates committed to life-long learning	Yes	Yes	N/A	N/A	N/A	No
<b>Average Score</b>	<b>3 – S</b>	<b>1 - D</b>	<b>2 - F</b>	<b>1 - D</b>	<b>2 - F</b>	<b>3 - S</b>
<b>ASSESSMENT</b>	<b>SCORE</b>		<b>RATING</b>			
81% - 100% of Sub-Criteria Met	4		Highly Satisfactory			
51% - 80% of Sub-Criteria Met	3		Satisfactory			
50% of Sub-Criteria Met	2		Foundational			
<50 % of Sub-Criteria Not Met	1		Developmental			

6.40 Access to TVET programmes continues to be a challenge for some students. It would be helpful for countries to ensure that students who wish to pursue TVET programmes have access to the same educational funding as those who are attending traditional post-secondary institutions. This will require some modification to existing student loan facilities as TVET programmes tend to be shorter than traditional



tertiary programmes. In addition, since TVET programmes are designed specifically for employment then the repayment of student loans for TVET study should be adjusted accordingly.

6.41 Graduate feedback about their educational and employment experiences is a key component of curriculum renewal. To date, while institutions have had informal discussions with graduates, few graduate surveys have been conducted. Such surveys need not be sophisticated or expensive. They are excellent tools for educators to use when considering programme development, labour market analysis and changes in industry demand.

6.42 Formalised programmes between TIs and employers vary by country. In some cases, such as Belize and St. Lucia, almost all TVET programmes have industrial attachments. These programmes are cited as best practice within the OECD as they provide valuable work experience for students and valuable feedback on employer needs.

6.43 There was no comprehensive career counselling in any of the projects reviewed or BMCs visited. In some cases such as GBDS, career counselling was combined with personal counselling both types of counselling being administered by school counsellors. In other cases such as TSVG and TBZ, the career counsellor was also responsible for developing work attachments for students. Formalised feedback mechanisms with local employers is key to the success of TVET programmes. It is recommended by both CANTA and OECD that the responsibility for developing industrial relationships should reside with one person within each TI.

#### Profile of TVET

6.44 All of the countries included in this evaluation have acknowledged that technical and vocational careers are important for economic development. This public profile is tremendously important and can be achieved through the demonstration of evidence rather than through advertising.

6.45 In some of the countries such as Barbados, Jamaica and Dominica, TVET is seen as very separate from traditional or “academic” education. TVET is conducted in separate facilities; the educators are on different salary scales; and the educational terminology is different. It is necessary for governments to demonstrate that TVET is another educational pathway within the existing comprehensive education system; and that TVET should be:

- (a) integrated within the education system;
- (b) delivered within traditional schools whenever possible; and
- (c) introduced in the early years of education.

6.46 Educators should be compensated based on their experience and qualifications. Expertise as an electrician should be considered as important as expertise as a mathematician and compensated accordingly. Finally, TVET institutions should use the same educational terminology as traditional schools (e.g.: areas designated for the practical aspects of TVET should also be referred to as laboratories).

## 7. LESSONS LEARNED

7.01 The lessons learned from analysing the relevance, effectiveness, efficiency and sustainability of CDB supported TVET interventions are summarised below:

**Data (obtained through Labour Market Information, Employer Input through TVET Councils and Tracer Studies) is the engine that drives effective TVET programmes.**

7.02 Both the literature review and the results of the evaluation demonstrate the importance of the link between industry and education. TVET programmes are expensive and it is essential that resources are used to support programmes that will lead to employment. Of the nine (9) BMCs in this evaluation, less than 50% routinely conduct Labour Market Studies to inform education offerings. In addition, the establishment of TVET Councils, when appropriately empowered, provide excellent counsel to programme development and management.

7.03 In order for the TVET curriculum to be responsive, labour force surveys and tracer studies need to be conducted to generate the necessary feedback on the relevance of both the programme and its content, and the available employment opportunities. Data collection and analysis of continuous market and tracer surveys will contribute to more targeted TVET programmes and curricula development.

7.04 Employment rates for graduates provided during stakeholder interviews were based on anecdotal information with no real data being collected and collated to substantiate the rates stated. In SVG, an employer indicated that people qualified to install power cables were being hired from outside of the country since sufficiently trained people were not available in SVG. A labour force survey might have identified the need for qualified lines-people and enabled the education system to respond. Guyana conducted a Labour Market Study in 2013 which revealed that the country needs mechanics and machine operators. The TIs have expanded their programmes to meet this need, but without data and a market-oriented and flexible TVET curricula, the relevance and sustainability of the TIs would be jeopardised.

**Project implementation and completion delays occur when sufficient technical expertise is not available.**

7.05 The lack of technical expertise resulted in equipment being accepted when it was unsuitable or incomplete. Successful interventions must be staffed by persons with appropriate technical expertise in equipment and materials selection, operation and maintenance.

7.06 Capacity within the country must be assessed and plans made for appropriate technical support as part of the appraisal process. TVET is a specialised area of education and it is critical that adequate capacity exists within the BMCs to ensure that project implementation proceeds as planned. In the projects evaluated, PMUs encountered challenges that led to significant delays. Stakeholders indicated that those ordering and receiving TVET equipment did not always have sufficient pedagogical or technical knowledge. It is expected that project management staff will work closely with their counterparts in the MOEs, National Training Agencies, TVET Councils and TVET institutions in the development of facility and equipment specifications. However, in the BMCs<sup>131</sup> where national bodies are in the formative stages of being established, it may be helpful to ensure that mechanisms are in place to facilitate effective communication between these agencies.

---

<sup>131</sup> Barbados, Belize, Guyana and St. Lucia were in the formative stages of development of TVET Councils when the TVET projects were implemented.

7.07 In Belize, non-Belizean engineers were engaged to develop the designs for the TIs. When the designs were received, they were inconsistent with the measurement system of the country and at variance with the local building codes. The conversion of these designs significantly delayed the progress of TBZ.

7.08 In addition, availability of better technical expertise and stakeholder consultation could have led to mitigation measures being put in place early enough to prevent an estimated \$1.8 mn in damage that was sustained due to the flooding of Stann Creek. The deficiency of technical expertise also resulted in the selection of equipment that was unsuitable for the TVET programmes offered.

7.09 In Guyana, the lack of technical expertise resulted in the installation of incomplete and inoperable equipment in TIs that did not have the financial resources to rectify the error. Receipt of equipment with missing equipment components; equipment with the wrong electrical connections and voltage; and safety issues relating to the ventilation of work areas also contributed to implementation delays.

7.10 Over the course of these projects, governments changed, CDB personnel changed and PMU staff changed. This is not unusual, particularly with projects where implementation periods span 5 to 7 years and beyond the control of the Bank and PMUs.

### **Participation of all stakeholders influences the effectiveness of TVET interventions.**

7.11 Interviews revealed that if stakeholders were more involved in formulating some of the projects, it is likely that different decisions would have been made. This factor was indicative in site selection in Belize and classroom design in Guyana.

7.12 Stakeholders indicated that the designs for the TIs in Belize did not benefit from sufficient input from industry, educators, TVET Council or the community. As a result, the facilities did not support modern competency-based andragogy. Walls, which do not extend to the ceilings, permit dust and noise to enter adjacent teaching spaces. This is especially disruptive when “noisy” subjects such as woodworking and auto mechanics are taught next to cosmetology or computer studies.

7.13 Flooding is very common in low lying regions of Belize. Interviews with stakeholders indicated that the issue of flooding was raised regarding the current location of the Stann Creek ITVET. The ITVET flooded in 2008 and an estimated \$1.6 mn in equipment was damaged. Furthermore, stakeholders indicated that the location of the Stann Creek and Toledo ITVETs are not central to the population. This is evidenced through extensive bus travel for both students and staff in these institutions (some students reporting being on buses for 2 – 3 hours each day) and the inaccessibility of these institutes to better serve the community through the offering of evening courses.

7.14 In contrast, MOE, Guyana consulted with numerous stakeholders including students, industry, employers and politicians about desirable locations for the new TIs. Regions 3 and 5 were identified as employers expressed a need for more skilled workers, and that adolescent idleness in these Regions was acute.

7.15 Stakeholders are much more in tune with developing industries and opportunities. To be ahead of emerging trends and business developments, in terms of institutional curriculum, it is important to have their advice so that programmes can be put in place “as” the industry comes online not “after” it is in place.

7.16 The expertise of TVET Councils, particularly those who have membership in CANTA, can provide valuable input on the development of TVET curriculum and facilities. In Belize, practice standards for implementation were not consistent with industry norms. Management practices did not follow an

international standard and there was no evidence that the professional development or curriculum reform was systematic.

**Flexibility during project implementation can enhance project effectiveness.**

7.17 TVET is characterised by its ability to change and respond to market demands. Over the last two decades, education for employment has advanced at a tremendous pace in the BMCs with the needs changing throughout the implementation periods.

7.18 In Guyana, designs for the TIs were completed early in project implementation. During construction, members of the TVET Council advised that the layout for the laboratories was not conducive to competency-based education. The designs were not changed and the laboratories were built based on an older “instructor-led” pedagogical approach. This has resulted in several of the institutes trying to re-purpose learning spaces to accommodate the competency-based approach.

7.19 In Dominica, the project has responded to the need for increased TVET programming and has accommodated, within the project components, the refurbishment of TVET laboratories to CVQ compliance status, the acquisition of TVET equipment, the incorporation of TVET curriculum in the National Curriculum Framework and the professional development of TVET educators. This was not part of the original project design but CDB facilitated the country’s desire to expand its TVET capability. Flexibility and good judgement on the part of the EA and CDB ensured that TVET enhancements were appropriately integrated into the overall project design where ever possible.

**Certification is a valuable form of promotion.**

7.20 In both Belize and Guyana, stakeholders reported that the lack of the provision of NVQ/CVQ certificates has made the TVET programmes less popular. In Guyana, certificates are not provided to graduates of TVET programmes in the Lenora TI and it is undersubscribed. The TI in Georgetown awards a range of recognised certificates and it is oversubscribed. Students will not invest time, effort and finances in programmes that do not offer certification that validates employability.

**Country “ownership” of a project is key to its successful implementation.**

7.21 A strong and fully functional PSC that pays attention to project advancement, assists with the removal of bottlenecks and monitors project progression (including KPIs) can be of tremendous assistance to making a project efficient and effective.

7.22 Stakeholders in Belize felt that there was no ownership for implementation within the MOE. Without a champion moving key elements of the project along, implementation lagged. The establishment of a PSC is indicative of country ownership. However, there was no PSC in Belize. The PCR for TBZ stated that there was a lack of communication between the PCU and other stakeholders. Communication and country ownership could have been enhanced through an engaged PSC.

7.23 Consultations with stakeholders in Guyana indicated that the feedback loops were ineffective; inspection reports were few and did not address issues; project management was not engaging the appropriate experts at the appropriate times; the project management team relied on educators in the field to inspect and sign off on equipment purchases; and in some cases, the inspecting and certifying individuals were not qualified to undertake this responsibility.

7.24 Stakeholders also indicated that CDB's supervision focussed specifically on the components that were financed by the loan, and that the elements supported by counterpart funding were not subjected to equal supervision rigour.

7.25 PMUs reported the wish to have greater expertise in the monitoring of equipment acquisition and installation; more regular M&E reports; and clear direction from CDB about the roles and responsibilities of participating entities. BMCs indicated that the funding agency's M&E processes and standards are applied, rather than developing their own M&E processes and standards.

**Specific measures to advance gender equity must be included in project design.**

7.26 Given the low enrolments of students in the rural areas of Belize and Guyana, it is difficult to surmise the impact of these programmes on women. Visits to institutions revealed that females were accessing hospitality, cosmetology and food preparation programmes. The numbers of females in welding, automotive, plumbing, electrical and carpentry were minimal and in Guyana, the enrolment of females remain at the baseline level of 5%. Males were noted participating in food preparation classes in Belize. It was reported, and evidenced in field visits, that there is a growing number of female instructors in traditionally male occupations.

**Cooperation among development partners is key to the effective use of resources.**

7.27 Several of the projects considered for this evaluation have been complemented through "companion" projects with development partners. In addition, projects such as THA and the TOECS project incorporated development partners within the project design. When development partners work together they coordinate implementation and together, ensure that project outputs are achieved.

7.28 In St. Lucia, GSLU was complementary to a STABEX-funded project where the buildings were constructed or rehabilitated to support new TVET equipment. In Barbados subsequent to GBDS, CDB financed a second project with TVET capacity building in cooperation with IDB<sup>132</sup>. Both initiatives will result in capacity building and curriculum development. The development partners are working closely together to maximise their collective investment. CDB is relatively new to development work in Haiti and is cooperating with IDB on the Haiti TVET project.

**More comprehensive pre-appraisal processes can reduce delays in meeting Conditions Precedent.**

7.29 Only one of the projects included in this evaluation met the CP at the agreed time. In order to address this issue, CDB has ensured that more complete planning occurs at the pre-appraisal level and that this has had a positive impact on BMCs meeting the CP in a timely manner. The establishment of a PSC as part of pre-appraisal processes could help to reduce some of the time delays in meeting CP. An active PSC could assist with advancing project activities at all critical stages of planning and implementation.

7.30 Procurement delays also may occur from a lack of knowledge of CDB procurement policies in government agencies outside of the EA. Such delays could be reduced by having a broader cross section of people from the BMC attend the project launch workshop.

---

<sup>132</sup> Education Sector Enhancement Project II, Barbados: Appendix 1.3 - Page 1 Paragraph 4. Paper BD 115/11, December 2011.

## **8. OPTIONS FOR THE FUTURE**

8.01 TVET in the BMCs of CDB have made tremendous strides since 1990. Jamaica paved the way with the establishment of the HEART Trust/NTA in 1991. Jamaica remains a leader today and many countries in the region have benefited from the expertise and experience that resides in this country. Today, all countries included in this evaluation, with the exception of Haiti have bodies established by legislation to advance TVET. CANTA has worked initially as a volunteer group and more recently with support from the CARICOM – Education for Employment Programme (C-EFE) to advance a coordinated approach to the development of standards for the advancement of TVET in the region.

8.02 While the projects selected for consideration in this evaluation have experienced many challenges, the achievements are noteworthy – in that there are more places for students to study and prepare for the world of work; there is an accepted curricula for TVET; there are human resource and facility standards for the delivery of technical education; and there is a more highly skilled group of educators prepared to encourage and prepare students to contribute to the economic development of this region. Collectively these projects have moved education forward and while there is still much to be learned, there is also much to celebrate. The following options have been identified for consideration in the formulation and design of new TVET projects by CDB and its BMCs.

### **OPTIONS FOR BORROWING MEMBER COUNTRIES**

8.03 The evaluation presents several options that could be considered by CDB and BMCs for future TVET interventions and are based on the sample of projects evaluated. The Evaluation Team is also aware that certain aspects of the lessons learned and options presented are currently addressed by Operations Area in the appraisal process. BMCs should:

**(a) Continue to develop technical and vocational education pathways that are informed by labour market information and stakeholder input**

The strides that have been made in technical and vocational education over the last decade are laudable. The Evaluation Team encourages BMCs to continue on their path of human capacity and facility development to fully deliver technical and vocational education in their countries. A logical next step for most countries is the evolution to demand driven education systems. In order for this to occur, labour market intelligence is necessary. This can be obtained through labour market studies, employer interviews and close alliances between educational institutions and employers. The Evaluation Team suggests that BMCs move quickly to collect labour market information that can inform their educational programming. Guyana has done a very good job of this and could provide guidance to others seeking to set up such systems. As indicated earlier in this report, BMCs need not develop expensive and/or elaborate systems to collect such information. Once the information is received, the system must be nimble enough to respond to labour needs.

**(b) Expand TVET as part of General Education**

During our stakeholder consultations, much was said about the “stigma” associated with TVET. The Evaluation Team was inspired by a female construction manager who shared the story of her education, indicating that most people, including her family, discouraged her from choosing her technical education pathway. She triumphantly explained that she now had just the job and the lifestyle that she envisioned when she chose that first TVET course. CANTA believes, and Evaluation Team concurs, that exposing students to technical and vocational concepts as early as possible in the education system and then

providing pathways for students to choose challenging technical and vocational options will lead more students to choose technical careers. As the numbers increase, the stigma will decrease and there will be a greater acceptance that technical careers are as valuable to society as those traditional careers to which most parents aspire for their children. The value of this systemic change, which is consistent with both the OECS and Regional TVET strategies, far outweighs investments in public awareness campaigns.

In order for technical education to be considered a viable option for students, it must garner respect within the education system. This means that all educators and educational administrators must see its value and encourage students to consider all educational options. Further, technical educators must receive the same benefits as other educators and technical laboratories equipped in the same manner as traditional laboratories. It has been noted that there is difficulty in providing advanced level NVQ's and CVQ's because instructors lack industry experience. Creating equitable pay scales may assist with this challenge. Also, identifying regional centres for advanced levels may reduce the burden on individual countries.

Creating opportunities for all learners includes promoting technical careers for women. Women will be attracted to TVET if they see other women in the programmes. Attracting as many female teachers as is possible will assist with both role modelling and advocacy.

The visibility of technical and vocational education can be enhanced by introducing it as early in formalized education as is possible. The ability to infuse curriculum with technical and vocational examples, ensures that students understand the potential of this field of study. The infusion of technology (in its broadest sense) as a problem solving venture provides all students with valuable life skills. In secondary schools, in order to provide students with the opportunity to "try" TVET, the school timetable must be as flexible as possible.

Career counselling and work place experiences must be prioritized within the general education system so that students have available to them all of the resources to make the best possible education and career decisions. Both CANTA and the OECD have stressed the importance of these aspects to the success of TVET programmes. The Evaluation Team has highlighted Nova Scotia's O2 programme earlier in Appendix 2 as one such model.

In some jurisdictions it will not be possible for all schools to offer complete technical curricula. Rather than the creation of "Centres of Excellence" (which as one parent described as simply changing the name on a trade school), the Evaluation Team encourages educational administrators to ensure that such curricula is available in an alternate location and that timetabling and transportation support students' participation in these courses.

**(c) Seek to increase the accessibility of tertiary TVET programmes**

Creating opportunities for all learners includes providing access through financial assistance and support such as childcare and flexible scheduling. Educational stakeholders in several countries noted that youth have challenges paying for TVET programmes. While tuition is relatively low, youth are faced with the living costs such as food and transportation while studying. Most BMCs operate student aid programmes, many through the Student Revolving Loan Fund. The Evaluation Team encourages the BMCs to examine

their student aid programmes with a focus on TVET education and amend, as appropriate, to remove some of the financial barriers that prevent students from enrolling.

As many of the youth have child care responsibilities, the Evaluation Team suggests that BMCs consider subsidising day care for students or including in an allowance for day care in student aid.

**(d) Seek to fully utilise their educational institutions**

In our country visits the Evaluation Team noted that most secondary schools and TIs are not fully utilised in the late afternoons and evenings. Having technical equipment of industry standard is of tremendous benefit to communities. The Evaluation Team encourages educational administrators to explore how schools and institutes might be more completely utilised. Some of this will take the form of offering programmes in more flexible timeslots (consistent with recommended good practice) while another aspect might include revenue generating activities such as the certification of those who are currently practicing in the trades or the renting of facilities to industry.

It would be helpful for countries to develop asset maps of their TVET facilities to determine the utilisation of existing facilities, develop utilisation goals and only build new facilities when it is clear that the existing infrastructure is at, or near, capacity.

**(e) Provide opportunities for disadvantaged or disengaged youth through the offering of Level 1 technical and vocation programmes in youth centres and in evening programmes at TIs**

BMCs should consider alternate pathways for disadvantaged and disengaged youth to re-enter the education system. Special programmes which include appropriate counselling, offered at special times (evenings, for example) at designated institutions will provide youth with options that the traditional system does not. While the traditional system has not served them well, it does not mean that they are incapable of learning.

**(f) Develop strategies for sustaining relevant TVET programmes and the maintenance of modern TVET laboratories**

There appears to be no mechanism within BMCs other than government support, to sustain TVET programmes and to maintain TVET equipment and facilities. While TVET is most often the largest component of an education budget, in many of our visits the Evaluation Team witnessed equipment that was either outdated or not operable. In order for students to be prepared for employment, it is necessary that they have access to equipment similar to that which they will use in industry. Further, IT infrastructure budgets should exist to maintain digital literacies across all core programmes. The Evaluation Team notes two examples where alternate revenue streams are being explored or achieved. The TVET project in St. Vincent and the Grenadines is currently looking at the utilization of the existing technical schools with a goal of having them be more self-sufficient. The UTech Technology Innovation Centre in Jamaica has industrial clients that pay to use the Centre's facilities.

It has been suggested that an employer tax might be an option for a new revenue stream to support TVET. This is possible but employers would want to ensure that the system is providing relevant education before they would respond favourably to such a tax. One of



the benefits of such a tax is that employers would want to provide continued input on programme development.

**(g) Develop, in conjunction with CANTA, mechanisms for the sharing of human resources to expand the offerings of advanced TVET programmes**

Many of the BMCs are too small to offer some of the advanced level CVQ's. Where this is the case, the Evaluation Teams suggest that CANTA serve as a coordinating agency to ensure that students from these countries have the opportunity to access further education. This same coordinator will be necessary for the professional development of assessors and verifiers.

**(h) Take greater responsibility for the development and implementation of TVET projects.**

Projects that focus on the development of technical and vocational education programmes must be "owned and operated" by the BMC. It is not acceptable for a BMC to rely on CDB for its project monitoring and development function. This must exist within the country. Further, TVET expertise must be available, preferably within the project management unit, to ensure the quality of the facilities and the equipment and to ensure that it is tied to the curriculum. It is important to remember that much of this expertise did not exist in the early stages of regional TVET development and some of the challenges that have been cited in this report stem from this lack of expertise. This should not be as great a problem moving forward. BMCs must be willing to take responsibility for the timely implementation of the projects.

It is suggested that a PSC be established when a project is in its infancy in order to support the design, solicitations of stakeholder inputs and monitoring. This should be supported by adequate TVET expertise within the project management unit, to ensure the quality of facilities and equipment. This would increase country ownerships and improve project monitoring and supervision functions.

It is a common practice that a senior member of the MOE chairs the PSC for an education project. It is suggested that MOF should chair the PSC since observations and discussions about these projects and other education projects in the region revealed a disconnect between the investment that a country is making in education and the actual implementation of a project. The oversight Ministry should be able to bring a sense of ownership and accountability to the PSC while at the same time facilitating the work of the educational leaders who serve as members of the committee. Consistent with the current TSVG projects, it is critical that a member of TVET Council sits on the PSC for an education project that is TVET-focussed or incorporates a TVET component. The mandate of this person would be to ensure that all aspects of the project (facilities, curriculum and education) are in compliance with the countries standards for TVET and where possible the regional standards set by CANTA. The Evaluation Team noted that this practice has been applied in TSVG, as well as TVET projects approved in December 2014 (under implementation).

If the Project Manager or the members of the PSC become aware of delays in project related approvals, they should contact CDB about action that might be taken to remove the barrier to advancement. The Project Manager, in conjunction with the PSC should ensure that

project inputs are occurring as planned. When they are not, immediate action should be taken.

**(i) Expand their capacity in project management**

All but one of the projects included in this evaluation has, or is projected to, finish beyond the end date established at the beginning of the project. Some of the projects had serious delays and one of the projects has been identified as in serious difficulty. As outlined earlier in this report, project delays have very real costs for the BMC and those costs should be mitigated. The Evaluation Team suggests as part of taking greater ownership of their projects, that BMCs introduce project monitoring mechanisms that ensure that every opportunity exists for projects to proceed on schedule and that BMCs (rather than CDB) identify the potential risks to project advancement. This will require a close examination of the bureaucratic processes that exist within countries and will necessitate inter-Ministerial cooperation to ensure that potential systemic impediments to project progression are identified and managed as part of project oversight. The Evaluation Team encourage BMCs to use software, where possible, to assist with the project management oversight. Building capacity within project management offices is something that could be facilitated by CDB.

**(j) Develop measurable outputs to manage project progression and assess project effectiveness**

It was challenging, based on the results matrices for these projects, to determine whether or not these projects made substantial difference to the economic and social development of the BMCs. Part of this is due to the lack of specific and measurable project outcome metrics. While several were included in Appraisal Reports, they were not tracked and measured. In fact, there was little evidence, other than in TSVG, that baseline data was collected. BMCs would benefit from having specific outcome goals, the performance indicators of which are placed on each project's timeline. This would assist with the determination of whether or not a project is on schedule and would enable the country to determine at the end of the project whether or not intended outcomes had been achieved. The inputs and outcomes would be determined by the PSC as part of project design and would then be placed on a timeline as part of the implementation and monitored throughout the project. In this manner both the overall project and the annual progress of the project are specifically monitored.

The development of such metrics would provide the PSC with the opportunity to consider whether or not such goals as student enrolments are reasonable given the activities that would support such metrics. The same could be true of gender equity goals, something which is really important in TVET initiatives. The PSC would determine whether or not it is likely that specific gender equity goals could be met given the activities of the project and then could adjust either the goals or the inputs to ensure that there is a high probability of the equity goal being achieved. This process is in place as evidenced in TSVG. In addition, the new<sup>133</sup> TVET projects approved for The Bahamas and Suriname have incorporated baseline data.

---

<sup>133</sup> These projects were approved in December 2014 and are going through the process of meeting CP.

## OPTIONS FOR THE CARIBBEAN DEVELOPMENT BANK

### 8.04 CDB should:

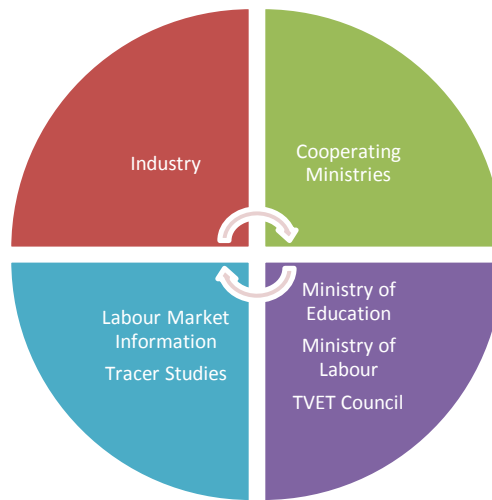
- (a) **Continue to support technical and vocational education projects that encourage TVET as part of general education**

CDB has an opportunity to work more closely with CANTA to advance the best practices in technical and vocational education and to ensure that the characteristics of good TVET programmes are incorporated in the design of TVET projects. In particular, it would be helpful for CDB to require the collection of both industry and graduate data so that BMCs are maximizing their education investment dollars.

- (b) **Ensure that extensive consultation occurs as part of TVET project design, complemented by LMI.**

TVET is education for employment. The primary purpose of TVET is to ensure that students are being prepared for meaningful employment. This is predicated on knowing where the employment opportunities exist. In order for this to occur extensive information is needed about the employment needs and the capacity of the BMC to deliver the relevant education. Diagram 8.01 presents a graphic representation of the sources of information that could be included as part of the project appraisal process.

**DIAGRAM 8.01: CONSULTATION CIRCLE FOR TVET PROJECT APPRAISAL**



- (c) **Share information about the conditions for effective TVET programmes with BMCs as they are contemplating new initiatives.**

A list of the conditions such as those developed by OECD can help BMCs to develop and sustain relevant TVET systems. The intelligence that is collected will inform programme decisions. Other important elements such as frameworks, career counselling and flexible timetables will serve to ensure that students can chart their education paths and, with support be able to achieve their educational goal.

**(d) Use the characteristics and supporting conditions of successful TVET programmes developed by such organisations as OECD as a checklist when considering potential TVET Programmes.**

Key elements of successful TVET programmes, such as labour market and tracer studies should be components of all TVET projects that are supported by CDB. CDB should consider a policy that ensures a particular TVET planning matrix such as the one presented in Table 3.1 of this report is used when appraising potential loans for TVET programmes.

**(e) Ensure that proposed TVET projects contain specific activities to increase the percentage of students who choose to participate in non-traditional careers.**

While many of the projects examined make reference to being consistent with the gender policies of CDB, few contained specific initiatives that would be undertaken to increase the number of students participating in non-traditional programmes. It is recommended that CDB seek to ensure that specific measures are undertaken to include those who are under-represented in specific industrial sectors. The Evaluation Team notes that the TVET interventions that were approved in 2014<sup>134</sup> incorporated strategic measures in the project design to address to minimising social and gender-related disadvantages and societal stereotypes such as: Campaigns to: (a) encourage young women to participate in programmes not traditionally accessed by women, but for which low female participation rates place them at a disadvantage in segments of the labour market. This will enhance participation in sectors where wages are higher and there is a high demand for human resources such as during infrastructure development associated with the initial demands of economic expansion; (b) sensitise civil-society to eliminate the stigma associated with the participation of young men in occupational areas where men are under-represented: (i) to enhance equal participation of men and women across all sectors; and (ii) increase occupational opportunities for young men in the labour market by reducing male discouragement and exclusion from participation in the wider economy; and (c) improve existing strategies already in place to enhance participation of all minority groups (such as persons traditionally from the Family Islands), the differently abled, and the poor.<sup>135</sup> These projects were not included in this evaluation as they are in the early stages of implementation.

**(f) Support TVET projects that include capacity building within project management units**

CDB has an opportunity to support best practices in project planning and implementation. During our interviews, many people suggested that CDB could exercise closer project management. It is our belief that greater reliance on CDB for this function does not serve the BMC well. What The Evaluation Team believes should be encouraged, is greater responsibility for project development and implementation within BMCs. To this end, CDB can provide support for, and introduce disciplines that will better enable BMCs to manage projects.

---

<sup>134</sup> Bahamas Technical and Vocational Institute Enhancement Project, December 2014, PAPER BD 88/14; and Enhancement of TVET at the Lower Secondary School Level in Suriname, December 2014. PAPER BD 89/14

<sup>135</sup> Bahamas Technical and Vocational Institute Enhancement Project, December 2014: Paragraph 4.15, Page 21-22. PAPER BD 88/14.

It is possible that CDB could place the onus for the development of complete semi-annual reports on the BMC. As mentioned earlier these would be standardized reports that CDB would use as the basis for its supervision reports. These reports could be part of CDB's system and electronically exchanged. The operations officer would be responsible to ensure that the reports are filed on time, to review the reports which would outline progress, to query activities that are not on target and to ensure that items which are lagging are actioned.

**(g) Encourage the establishment of PSCs prior to appraisal to assist with project planning**

The discussion of the importance of an engaged and empowered PSC is in paragraph 8.18. The Evaluation Team believes that CDB has a tremendous opportunity to encourage greater responsibility for project design and implementation within BMCs. This could be as much of a capacity building exercise as the project itself. Further, this could mitigate some of the challenges associated with the achievement of CP within the time prescribed by CDB.

**(h) Enhance the monitoring and evaluation of projects.**

Project management falls under the purview of the Operations Area with each Operations Officer being responsible for the M&E of project progress. While key project documents are to be included in Registry Files which are the official records of CDB, there appears to be latitude around what is sent to these files. Loan agreements call for the completion of specific reports such as quarterly investment summaries and project progress reports. Operations personnel complete back to office reports and aide memories following supervision missions. None of these documents appear in the Registry files with any regularity. The only official documents that appear to be retained by CDB are the Appraisal Reports, which are necessary for loan approval, the PSRs and the Project Completion Reports.

CDB's approach of placing the responsibility for project management on the BMC would contribute to building capacity in the BMC. However, at appraisal, CDB needs to assess the capacity of the BMC to manage the project and determine what mechanisms are necessary to ensure that the project proceeds as planned. Quarterly Investment Reports and project progress reports are necessary to this function and must be required. They should be standardised to ensure that the appropriate information is obtained and that adequate reflection on project progress occurs. This should not be an exercise in filling out a form but rather an exercise in reflection and mitigating action. Reporting deadlines should be established and required as part of the loan agreement. The reports that are submitted by the BMC should be supplemented by comments and actions to be taken by the Operations Officer and this report sent to the Portfolio Manager where it is discussed and signed off. These reports should become official documents of CDB and contribute to the annual Supervision Reports that are submitted as background for reporting to the Board of CDB and become part of the official Registry files. Such rigorous project monitoring will increase the likelihood of projects being completed within acceptable timelines.

Planned outputs, targeted outcomes and expected impacts in the LFM/RFM of appraisal documents should be Specific, Measurable, Action-oriented, Realistic and Time bound. These parameters should be the basis for reporting during the implementation and operational (where applicable) phases of the intervention. The BMC's project manager

should also share the responsibility for reporting on the delivery of the key inputs, achievements of the outputs and monitoring the expected outcomes. CDB's Project Supervisor would then be in a better position to take timely actions on aspects of the project that are lagging and if necessary, the removal of obstacles to completion of key project components would become the basis for supervision missions. This would increase the utility of Aide Memoires which is a part of the official project record.

The Evaluation Team understands that CDB has a specific timeframe for achieving CP and for project duration. The Evaluation Team also understands that, at Appraisal, Bank officers know that projects will take longer to meet CP and/or to complete the project. The Evaluation Team suggests that staff in Operations determine whether or not these timeframes should be changed. In other sections of this report, suggestions have been made for enhancements that might lead to a more timely completion of CP.

**(i) Restructure its PSRs to provide more meaningful information about project implementation including progress in terms of input activities, anticipated project outcomes and comprehensive project expenditures.**

Observations from our evaluation resulted in a conclusion that, while the PSRs provide a good summary of project progress, they provide very little assistance to identifying successes or challenges of the project. For example, the strategic relevance performance criterion refers to "qualitative and quantitative improvement of the workforce in terms of global competitiveness". One would be very surprised if in fact this became less important to the government over time. Evaluating this item does little to assist the project progress and therefore reflects on CDB support. The poverty relevance performance criterion refers to "productivity and employability of the workforce" which was to be achieved through widespread equitable training, improved human resource and physical infrastructure to serve rural and urban areas. The "level" of importance/relevance is unlikely to change if the incumbent government changes. Performance indicators in terms of measuring/estimating "extent" of implementation would have been much more valuable. This demonstrates the project's relevance as part of the overall project assessment. It does not, however, provide CDB with a complete assessment of the loan performance as it relates to the viability of the project, which is an efficiency issue.

PSRs must be a useful tool for the management of CDB so that the loan portfolio can be managed effectively. The Evaluation Team observed that in many PSRs the identical data was carried forward each year. It is incumbent on CDB to monitor the quality of these reports to make them more reflective of actual progress and investment risk. The PSRs should embody data that track the progress of the specific measurable inputs and outputs that are indicated in the LFM/RFM of the Appraisal Reports and also provide specific projections on how these inputs and outputs are likely to impact project outcomes.

This evaluation also notes that PSRs focus largely on the achievement of project outputs with little reference to outcomes. While all Appraisal Reports contain planned outcomes and, in some cases, key performance indicators, very little baseline data is provided and relatively few outcomes are tracked throughout the projects. A greater focus on outcomes throughout the project could assist with determining the ultimate impact of interventions.

## REFERENCES

- Ausubel, D. (1985). Learning as constructing meaning. *New directions in educational psychology, 1*.
- Brown, J. S., Collins, A., & Duguid, P. (1989). Situated cognition and the culture of learning. *Educational researcher, 18*(1), 32-42.
- Buck, G. (2014). The tricks and-the stigma-of the trades. MacLeans October 6, 2016. Toronto. Rogers Digital media. Retrieved October 10<sup>th</sup>, 2014 from: <http://www.macleans.ca/education/college/jobs-report-the-tricks-of-the-trades/>
- C21 (2012). Shifting Minds: A 21<sup>st</sup> Century Vision of Public Education for Canada.  
Retrieved October 9, 2014 from: <http://www.c21canada.org/wp-content/uploads/2012/11/Shifting-Minds-Revised.pdf>
- Carnevale, A., Smith, N & Strohl, J. (2010). *Help Wanted: Predictions of jobs and education requirements through 2018*. Washington, D.C.: Georgetown University, Centre for Education and the Workforce.
- CARICOM Commission on Youth Development (2010). *Eye on the Future – Investing in Youth Now for Tomorrow’s Community (Draft Report)*.
- Collins, M. (1998). Critical returns: From andragogy to lifelong education. Toronto: Thompson educational Publishing.
- Dewey, J. (1980). *The school and society* (Vol. 151). SIU Press.
- Hartman, J., Moskal, P. & Dziuban, C. (2005). Preparing the academy of today for the learner of tomorrow. In D. Oblinger (Ed.) *Educating the next generation*. Boulder, CO: EDUCAUSE.
- Katz, L. F., & Margo, R. A. (2013). *Technical change and the relative demand for skilled labour: The United States in historical perspective* (No. w18752). National Bureau of Economic Research.
- Knowles, M. S. (1970). *The modern practice of adult education* (Vol. 41). New York: New York Association Press.
- Kolb, D. A., & Fry, R. E. (1974). *Toward an applied theory of experiential learning*. MIT Alfred P. Sloan School of Management.
- Lieb, S., & Goodlad, J. (2005). Principles of adult learning. Retrieved Oct 10, 2014 from: [http://wcpwds.wisc.edu/related-training/mandated-reporter/resources/adult\\_learning.pdf](http://wcpwds.wisc.edu/related-training/mandated-reporter/resources/adult_learning.pdf)
- OECD (2014), *Skills Beyond School: Synthesis Report*, OECD Reviews of Vocational Education and Training, OECD Publishing. <http://dx.doi.org/10.1787/9789264214682-en>
- Pilling-Cormick, J., & Garrison, D. R. (2013). Self-directed and self-regulated learning: Conceptual links. *Canadian Journal of University Continuing Education, 33*(2).
- Technology for All Americans Project, (2003). *Advancing excellence in technological literacy: Student assessment, professional development, and program standards*. International Technology Education Association.

Trilling, B., & Fadel, C. (2009). *21st century skills: Learning for life in our times*. John Wiley & Sons.

Wheater, R., Burge, B., Sewell, J., Sizmur, J., Worth, J., & Williams, J. (2013). The International Survey of Adult Skills 2012: adult literacy, numeracy and problem solving skills in Northern Ireland. Retrieved October 10<sup>th</sup> 2014 from <http://www.delni.gov.uk/international-survey-adult-skills-2012.pdf>

World TVET Database (2014). Retrieved Oct 10, 2014 from: <http://www.unevoc.unesco.org/go.php?q=World+TVET+Database&ct=NOR>

Young, M. R. (2002). Experiential learning = hands-on+ minds-on. *Marketing Education Review*, 12 (1), 43-52.





**PERFORMANCE ASSESSMENT SYSTEM (PAS) 2013**

**CRITERIA CHECKLIST FOR PUBLIC SECTOR INVESTMENT LENDING**

**OFFICE OF INDEPENDENT EVALUATION**

**OCTOBER 2013**

Managing for results begins at the intervention level, and achieving results requires a systematic approach to design and formulation, and that performance be measured at all stages of the project cycle (project preparation, implementation, completion, evaluation). The effectiveness of the Bank's development assistance to BMCs therefore depends to a large extent on its ability to monitor and evaluate its work in a measureable manner and to make appropriate adjustments to the design and implementation of its initiatives based on results.

### **Performance Criteria**

The new rating system<sup>1</sup> of PAS2013 applies four rating categories, namely:

<i>Rating Descriptor</i>	<i>Acronym</i>	<i>Associated Score</i>
<i>Highly Satisfactory</i>	<i>HS</i>	<i>4.0</i>
<i>Satisfactory</i>	<i>S</i>	<i>3.0</i>
<i>Marginally Unsatisfactory</i>	<i>MUS</i>	<i>2.0</i>
<i>Unsatisfactory</i>	<i>US</i>	<i>1.0</i>

#### **1. Core Evaluation Criteria**

The four core evaluation criteria are:

- (a) Relevance
- (b) Effectiveness
- (c) Efficiency
- (d) Sustainability

The core criteria are **rated and scored**.

#### **2. Complementary Evaluation Criteria**

The three complementary evaluation criteria are:

- (a) Thematic and Institutional Development (ID) Assessments<sup>2</sup>;
- (b) Borrower Performance; and
- (c) CDB Performance.

The complementary criteria are **rated only** using the same descriptors applicable to the core criteria: *Highly Satisfactory*, *Satisfactory*, *Marginally Unsatisfactory* and *Unsatisfactory*.

---

<sup>1</sup> The proposed rating system is consistent with the recommendation of the Working Group on Evaluation Criteria and Ratings for Public Sector Evaluation of the Multilateral Development Bank Evaluation Cooperation Group that “MDBs use an even number (mostly four, exceptionally six for greater differentiation) of rating scale points.”

<sup>2</sup> For those interventions designed to directly address the thematic areas or where cross-cutting themes are components of the intervention or explicit outputs or outcomes, then these should be assessed under the *Effectiveness* criterion. The assessment should consider both the planned and unplanned consequences of the intervention (i.e. intended and unintended results, whether positive or negative).

**RELEVANCE CHECKLIST**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

<b>RELEVANCE SUB-CRITERIA</b>		
<b>1. ADEQUACY OF THE ASSESSMENT OF PROBLEMS, OPPORTUNITIES, AND LESSONS AT TIME OF APPROVAL</b> (assessments may be a reconfirmation of the problems and lessons outlined in the country strategy paper)		
(a) adequacy/depth of sector analysis and political economy with regard to the economic rationale for project		
(b) adequacy/depth of assessment of the cross-cutting themes of poverty, gender, institutional development, environment, DRM, CC and citizen security		
(a) consideration of lessons learned from related projects or the operations in the BMC		
(b) consideration of constraints to the achievement of results		
(c) appropriateness of project outcome and outputs		
(d) appropriateness of the timing of the intervention		
(e) soundness of the contribution of project preparatory technical assistance		
<b>2. CONSISTENCY OF THE EXPECTED OUTPUTS, OUTCOME AND IMPACT WITH BMC'S DEVELOPMENT PRIORITIES, CDB'S STRATEGY AND PROGRAMME FOR BMC, AND CDB'S STRATEGIC OBJECTIVES AND CORPORATE PRIORITIES</b>		
(a) consistency with national requirements and priorities		
(b) consistency with regional requirements and priorities		
(c) appropriateness and timeliness of changes made to maintain the relevance of the intervention		
<b>3. EXTENT OF STAKEHOLDERS' OWNERSHIP</b>		
(a) participation of stakeholders and beneficiaries in preparation of the intervention		
<b>4. CHOICE OF MODALITY AND INSTRUMENT</b>		
(a) selected investment/financing modality is an appropriate response to the development problem identified		
(b) balance between public and private provision (extent of involvement of the private sector)		
(c) appropriateness of technical assistance provided		
<b>5. DEGREE OF COORDINATION AND/OR COMPLEMENTARITY WITH DEVELOPMENT PARTNERS</b>		
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
<b>Sub-Criteria [1 to 5] Met</b>	<b>4</b>	<b>Highly Satisfactory</b>
<b>Sub-Criteria [1 and 2] and One Sub-Criteria From [3 to 5] Met</b>	<b>3</b>	<b>Satisfactory</b>
<b>Sub-Criteria [1 or 2] together with Sub-Criteria [ 3 ] Not Met</b>	<b>2</b>	<b>Marginally Unsatisfactory</b>
<b>Sub-Criteria [1 and 2] Not Met</b>	<b>1</b>	<b>Unsatisfactory</b>
<b>Comments/Justification:</b>		

Determination of the rating when there are indicators that are not applicable to the intervention: The number of indicators in the range of each rating category is reduced by the number of indicators that are deemed "Not Applicable". Example: If 1 indicator is deemed "Not Applicable", then HS = 1 to 5 met will be 1 to 4 met; S = 1 and 2 and one from 3 to 5 met; will be S = 1 and 2 and one from 3 to 4 met; MUS = 1 or 2 with 3 not met remains unchanged; and US = 1 and 2 not met remains unchanged.

**EFFECTIVENESS CHECKLIST**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

<b>EFFECTIVENESS SUB-CRITERIA</b>		
<b>1. ACHIEVEMENT OF THE DESIRED OUTCOMES AS DEFINED IN THE LFM/RFM</b>		
(a) objectives of the intervention were achieved as planned; or are likely to be achieved as planned (b) objectives of cross-cutting themes were achieved as planned; or are likely to be achieved as planned where poverty, gender, environment, DRM, CC and citizen security are specific components of the intervention or explicit outputs or outcomes (c) intended results produced consistent with targets (d) target group reached (e) specific components contributing to achievement of expected outcomes (f) unintended results (positive/negative)		
<b>2. REALISM OF THE EXPECTED OUTCOMES DEFINED IN THE LFM/RFM</b>		
(a) defined objectives were realistic and met the requirements of stakeholders (b) planned objectives and expected outcomes addressed the binding constraints		
<b>3. FACTORS INFLUENCING THE ACHIEVEMENT OF THE EXPECTED OUTCOMES</b>		
(a) critical factors for achievement or failure to achieve the objectives (assumptions and risks to achieving outcomes, e.g. macroeconomic and sector policies, socioeconomic conditions, economic growth, poverty level, resettlement issues, institutional capacity, environmental considerations, beneficiary participation, prices, actual and forecast demand and supply, availability of inputs, partnerships)		
<b>4. INFLUENCE OF IMPLEMENTATION PROCESS ON OUTCOMES</b>		
(a) positive or negative side effects (b) influence of implementation delays on realisation of the full potential outcomes		
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
<b>Sub-Criteria [1 to 4] Met</b>	<b>4</b>	<b>Highly Satisfactory</b>
<b>Sub-Criteria [1 and 2] and One Sub-Criteria from [3 to 4] Met</b>	<b>3</b>	<b>Satisfactory</b>
<b>Sub-Criteria [1 or 2] together with Sub-Criteria [4] Not Met</b>	<b>2</b>	<b>Marginally Unsatisfactory</b>
<b>Sub-Criteria [1, 2 and 3] Not Met</b>	<b>1</b>	<b>Unsatisfactory</b>
<b>Comments/Justification:</b>		

Determination of the rating when there are indicators that are not applicable to the intervention: The number of indicators in the range of each rating category is reduced by the number of indicators that are deemed “*Not Applicable*”. Example: If 1 indicator is deemed “*Not Applicable*”, then HS = 1 to 4 met will be 1 to 3 met; S = 1 and 2 and one from 3 to 4 met; will be S = 1 and 2 met and 3 not met; MUS = 1 or 2 with 4 not met, will be 1 or 2 with 3 not met; and US = 1, 2 and 3 not met remains unchanged.

**EFFICIENCY CHECKLIST - QUANTITATIVE ASSESSMENT**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

<b>EFFICIENCY QUANTITATIVE SUB-CRITERIA</b>		
<b>EFFICIENCY MEASURES</b>	<b>SCORE</b>	<b>RATING</b>
<b>1. FRR and a positive NPV</b>		
(a) FRR > 16%	4	<i>Highly Satisfactory</i>
(b) FRR ≥ 12% and ≤ 16%	3	<i>Satisfactory</i>
(c) FRR ≥ 8% and < 12%	2	<i>Marginally Unsatisfactory</i>
(d) FRR < 8%	1	<i>Unsatisfactory</i>
<b>2. Least Cost and ERR</b>		
(a) ERR > 16%	4	<i>Highly Satisfactory</i>
(b) ERR ≥ 12% and ≤ 16%	3	<i>Satisfactory</i>
(c) ERR ≥ 8% and < 12%	2	<i>Marginally Unsatisfactory</i>
(d) ERR < 8%	1	<i>Unsatisfactory</i>
<b>3. Least Cost</b>		
(a) least cost only	3	<i>Satisfactory</i>
(b) least cost with social objective assessed positively	4	<i>Highly Satisfactory</i>
(c) least cost - with output priced optimally	4	<i>Highly Satisfactory</i>
(d) not least cost - circumstances not controllable or foreseeable	3 or	<i>Satisfactory (use judgement)</i>
	2	<i>Marginally Unsatisfactory</i>
(e) not least cost - circumstances controllable or foreseeable	2 or	<i>Marginally Unsatisfactory or</i>
	1	<i>Unsatisfactory (use judgement)</i>
<b>Comments/Justification:</b>		

**EFFICIENCY CHECKLIST - QUALITATIVE ASSESSMENT**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

<b>EFFICIENCY QUALITATIVE SUB-CRITERIA</b>		
1. Sound conceptualisation and robust assumptions applied to achieve the objectives on a sustainable basis		
2. Identification and assessment of alternatives available for generating the expected results with less resources		
3. Cost-efficiency/effectiveness in achievement of the results and outputs (within budget or over budget)		
4. Appropriateness and justification for the level of resources applied and the outputs achieved		
5. Quality, timeliness and appropriate utilisation of services and capacities created		
6. Management performance and implementation efficiency (including staffing, functions and responsibilities of the implementing agency, inter-ministerial co-operation, stakeholder participation)		
7. Criteria and methodology used in the selection of the implementing agency (comparative advantage or other)		
8. Achievement of outputs within the planned implementation period		
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
<b>Sub-Criteria [1 to 8] Met</b>	4	<b>Highly Satisfactory</b>
<b>Sub-Criteria [1, 3, 4, 6 and 8] Met</b>	3	<b>Satisfactory</b>
<b>Sub-Criteria [3, 6 and 8] Not Met</b>	2	<b>Marginally Unsatisfactory</b>
<b>Sub-Criteria [1, 3, 4, 6 and 8] Not Met</b>	1	<b>Unsatisfactory</b>
<b>Comments/Justification:</b>		

Determination of the rating when there are indicators that are not applicable to the intervention: The number of indicators in the range of each rating category is reduced by the number of indicators that are deemed “*Not Applicable*”. Example: If 1 indicator is deemed “*Not Applicable*”, then HS = 1 to 8 met will be 1 to 7 met; S = 1, 3,4,6 and 8 met; will be S = 1, 3, 4, 6 and 7 met; MUS = 3, 6 and 8 not met, will be 3, 6 and 7 not met; and US = 1, 3, 4, 6 and 8 not met will be 1, 3, 4, 6 and 7 not met.

**SUSTAINABILITY CHECKLIST**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

<b>SUSTAINABILITY SUB-CRITERIA</b>		
<ol style="list-style-type: none"> <li>1. Availability of adequate and effective demand for the intervention’s outputs</li> <li>2. Pricing of outputs reflecting the cost of production</li> <li>3. Financial viability of operating entities</li> <li>4. Presence of policies and procedures to ensure continued funding for operation and maintenance of the assets financed by the intervention</li> <li>5. Resilience to risks of net benefit flows and sensitivity of the intervention to changes in the operating environment (resilience aspects include – technical, financial, macroeconomic, environmental, government commitment/ownership, other stake holder ownership; institutional support including legal and regulatory framework, organisational and management effectiveness; exogenous factors including trade and economic shocks)</li> <li>6. Application of appropriate policies to ensure the maintenance of required human resources</li> <li>7. Adequacy of policies, institutions, markets and the regulatory environment</li> <li>8. Government ownership of and commitment to the intervention</li> <li>9. Adequacy of incentives for continued stakeholder participation</li> <li>10. Low level of political and other risks (environment, CC, natural hazards, social, citizen security, technological and natural resources)</li> </ol>		
<b>ASSESSMENT</b>	<b>SCORE</b>	<b>RATING</b>
<b>Sub-Criteria [1 to 10] Met</b>	<b>4</b>	<b>Highly Satisfactory</b>
<b>Sub-Criteria [1, 3, 4, 5, 8 and 10] Met</b>	<b>3</b>	<b>Satisfactory</b>
<b>Sub-Criteria [3, 4, 5, 6 and 10] Not Met</b>	<b>2</b>	<b>Marginally Unsatisfactory</b>
<b>Sub-Criteria [1, 2 and 5] Not Met</b>	<b>1</b>	<b>Unsatisfactory</b>
<b>Comments/Justification:</b>		

Determination of the rating when there are indicators that are not applicable to the intervention: The number of indicators in the range of each rating category is reduced by the number of indicators that are deemed “*Not Applicable*”. Example: If 1 indicator is deemed “*Not Applicable*”, then HS = 1 to 10 met will be 1 to 9 met; S = 1, 3, 4, 5, 8 and 10 met; will be S = 1, 3, 4, 5, 8 and 9 met; MUS = 3, 4, 5, 6 and 10 not met, will be 3,4, 5, 6 and 9 not met; and US = 1, 2 and 5 not met will be 1, 2 and 4 not met.

**THEMATIC AND ID ASSESSMENTS CHECKLIST**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

<b>THEMATIC AND ID ASSESSMENTS SUB-CRITERIA</b>	
<i>In addition, assessment of the intervention's sustainability should take into account the extent to which an intervention is likely to have other influences such as:</i>	
1. Improving or weakening a country's ability to make more efficient, equitable, and sustainable use of its human, financial, and natural resources	
2. Intended and unintended effects that may result from the intervention	
3. Results that enhance governance, specifically transparency, accountability, predictability, and participation	
4. Contribution to stability, transparency, enforceability, and predictability of institutional arrangements by enhancement of laws, regulations, and procedures; improved coordination of external relationships; and norms and practices	
5. Alignment of the implementing/EA with its mandate through improved internal use of resources and improved efficiency of processes; enhanced skill levels; and equitable reward systems and motivation	
6. Distribution of economic benefits and costs	
7. Social outcomes and issues such as beneficiary participation; resettlement; poor and vulnerable groups, gender equality, ethnic minorities, marginalised and/or vulnerable groups; and citizen security	
8. Environmental issues; DRM; remedial measures that have been taken or may be needed; adequacy of environmental mitigation measures and environmental monitoring; the extent to which these measures were implemented, and compliance with environment-related loan covenants	
9. Improved definition, stability, transparency, enforceability, and predictability of institutional arrangements	
10. Contribution to improving national capacity (in economic management, civil service reform, legal and regulatory systems, sector development, private sector capacity, and others)	
11. Contribution to improving agency capacity (in planning, public awareness building and consultation, management, restructuring, de-centralisation, management information systems, financial controls, financial restructuring, regulatory enforcement, and agency governance) through	
12. Contribution to improving non-governmental organisation and civil society capacity (including participatory attitudes and involvement of society in the reform process)	
13. Contribution to improving the governance of the reform process (that is, transparency, checks and balances, public participation and accountability in the process of reform)	
14. Contribution to better definition of, the stability of, transparency of, enforceability and predictability of institutional arrangements (accountability, good governance etc.) in the country	
15. Facilitation of better alignment of the mission and capacity of the organisation with its mandate (upgrading skills, information systems, planning)	
<b>ASSESSMENT</b>	<b>RATING</b>
<b>Sub-Criteria [1 to 15] Met</b>	<b>Highly Satisfactory</b>
<b>Sub-Criteria [1 to 10] Met</b>	<b>Satisfactory</b>
<b>Sub-Criteria [3, 4, 5, 7 8 and 9] Not Met</b>	<b>Marginally Unsatisfactory</b>
<b>Sub-Criteria [1 to 10] Not Met</b>	<b>Unsatisfactory</b>
<b>Comments/Justification:</b>	

Determination of the rating when there are indicators that are not applicable to the intervention: The number of indicators in the range of each rating category is reduced by the number of indicators that are deemed “*Not Applicable*”. Example: If 1 indicator is deemed “*Not Applicable*”, then HS = 1 to 15 met will be 1 to 14 met; S = 1 to 10 met; will be S = 1 to 9 met; MUS = 3, 4, 5, 7 8 and 9 not met, will be 3, 4, 5, 7 and 8 not met; and US = 1 to 10 not met will be 1 to 9 not met.

**BORROWER PERFORMANCE CHECKLIST**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

<b>BORROWER PERFORMANCE SUB-CRITERIA</b>	
<ol style="list-style-type: none"> <li>1. High-level support for the intervention; adequacy and timeliness of the provision of counterpart funding</li> <li>2. Timeliness in meeting loan effectiveness requirements (CP to first disbursement)</li> <li>3. Timeliness of establishment of administrative and technical mechanisms for management and implementation (including staff recruitment)</li> <li>4. Administrative capacity of project steering/implementation committee; effective coordination arrangements between cooperating agencies; staff quality (appropriate mix of expertise and experience) and continuity in key executing/implementing agencies; efficiency in executing roles and responsibilities</li> <li>5. Timeliness of procurement process for consultancy services, equipment, supplies, construction and installation; quality control of implementation performance of consultants and contractors</li> <li>6. Compliance with terms and conditions and procurement guidelines</li> <li>7. Adoption of agreed policy, financial (cost recovery mechanisms) and institutional reform measures; mitigation of inconsistencies or conflicting policy or procedures with the implementation and/or operation of the intervention; implementation of recommendations of technical or operational studies</li> <li>8. Timeliness and accuracy of submission and dispatch of disbursement claims</li> <li>9. Adequate revenue/budgetary resources available for sustained operation and maintenance of the intervention's assets; accuracy of record-keeping and funds accounting</li> <li>10. Participation at the design and preparation stages; support for CDB's supervision and performance evaluation processes; stakeholder/beneficiary consultation, participation and support demonstrated</li> <li>11. Effective coordination and cooperation of implementing agencies' in the engagement with stakeholders and boundary partners</li> </ol>	
<b>ASSESSMENT</b>	<b>RATING</b>
<b>Sub-Criteria [1 to 11] Met</b>	<b>Highly Satisfactory</b>
<b>Sub-Criteria [1 to 7] Met</b>	<b>Satisfactory</b>
<b>Sub-Criteria [2, 3, 5 and 7] Not Met</b>	<b>Marginally Unsatisfactory</b>
<b>Sub-Criteria [1 to 9] Not Met</b>	<b>Unsatisfactory</b>
<b>Comments/Justification:</b>	

Determination of the rating when there are indicators that are not applicable to the intervention: The number of indicators in the range of each rating category is reduced by the number of indicators that are deemed “*Not Applicable*”. Example: If 1 indicator is deemed “*Not Applicable*”, then HS = 1 to 11 met will be 1 to 10 met; S = 1 to 7 met, will be S = 1 to 6 met; MUS = 2, 3, 5 and 7 not met, will be 2, 3, 5 and 6 not met; and US = 1 to 9 not met will be 1 to 8 not met.



**CDB PERFORMANCE – QUALITY AT ENTRY CHECKLIST**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

RATING	ASSESSMENT
Highly Satisfactory	Clear, robust links between expected outcomes of the intervention and key goals of the country strategy; link is specifically articulated in quantitative and qualitative terms; strong rationale and design to address a sector or development problem identified through thorough analysis; DOs are explicit and contribution solving the problem is unambiguous; intervention design includes all the necessary and sufficient elements to attain the DOs, and there are no superfluous activities; relevant lessons of experience specified with visible evidence of incorporation in design; loan conditions are realistic, reasonable and enforceable; high level of Borrower and stakeholder support; thorough technical, economic, financial, social, institutional and risk analysis and justification; procurement aspects clear; results framework in place; high implementation readiness; robust design features that support sustainability.
Satisfactory	Clear links between expected outcomes of the intervention and at least one goal of the country strategy; link is satisfactorily articulated in qualitative terms; DOs addresses a problem; less thorough but the extent of analysis is acceptable; DOs are somewhat related to the problem; intervention design includes all the necessary and sufficient elements to attain the DOs but some activities may not directly impact attainment of DOs; relevant lessons of experience specified and incorporated in design; loan conditions are realistic, reasonable and enforceable; satisfactory level of Borrower and stakeholder commitment, participation and support; acceptable level of technical, economic, financial, social, institutional and risk analysis and justification; procurement aspects clear; results framework in place; good implementation readiness; satisfactory design features that support sustainability.
Marginally Unsatisfactory	The link between expected outcomes of the intervention and the main goals of the country strategy is not sufficiently clear; DOs of the intervention and the problem to be addressed are not sufficiently explicit; unclear link between design elements, components and attainment of DOs; vague reference to lessons of experience and superficial incorporation in design; loan conditions are realistic and enforceable; Borrower commitment evident but stakeholder participation and support inadequate; technical, economic, financial, social, institutional and risk analysis are not very robust; procurement aspects not fully addressed; results framework not defined; implementation arrangements weak; gaps in design features that support sustainability.
Unsatisfactory	There are no clear or discernible links between the expected outcomes of the intervention and the main goals of the country strategy; identification of the problem is unclear; analysis of the problem is poor and there is no link to DOs of the intervention; critical deficiency in design and required components to achieve DOs; there is no indication that lessons of experience are incorporated in design; loan conditions are unrealistic, burdensome and likely unenforceable; Borrower support evident, strong opposition by stakeholders and lack of implementation readiness visible; weak technical, economic, financial, social, institutional and risk analysis and justification; procurement aspects not fully addressed; no results framework; poor implementation arrangements; design features does not support sustainability.
<b>Comments/Justification:</b>	

**CDB PERFORMANCE – QUALITY OF SUPERVISION**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

RATING	ASSESSMENT <sup>1</sup>
Highly Satisfactory	Commendable supervision effort; timely focus on execution problems and development effectiveness; demonstrated good practice in flagging problems; effective time-bound problem solving and solution creativity; accurate record of outputs and outcome indicators; clear statement of issues and resolutions; exemplary management of fiduciary and legal aspects; level and quality of supervision inputs and processes (budget, missions, technical staff) are commensurate with the risk profile and complexity of the supervision task; reporting is timely, candid, according to existing guidelines and established indicators; sound and robust QAE characteristics of the intervention’s design favourably impact on implementation performance.
Satisfactory	Good supervision effort; minimal deficiencies in timely flagging, problem solving and resolution of execution issues; progress on output and outcome indicators clearly stated; satisfactory management of fiduciary and legal aspects; level and quality of supervision inputs and processes (budget, missions, technical staff) adequately match the risk profile and complexity of the supervision task; reporting is timely, according to existing guidelines and established indicators; QAE characteristics of the intervention’s design have an acceptable impact on implementation performance.
Marginally Unsatisfactory	Significant deficiencies in attention to execution problems and problem solving; vague reporting; solutions not time-bound; inconsistent with development effectiveness principles; inefficient updating of progress in achieving outputs and outcomes; perfunctory management of fiduciary aspects; level and quality of supervision inputs and processes (budget, missions, technical staff) haphazardly match the risk profile and complexity of the supervision task; reporting is not timely, complies partially with existing guidelines; inconsistencies between data reported and established indicators; ambiguities in QAE characteristics of the intervention’s design negatively impact implementation performance.
Unsatisfactory	A broad pattern of deficiencies on attention to development effectiveness and implementation issues; problems are not flagged or are incorrectly identified; little or no effort on problem solving; unacceptable or non-existent management of fiduciary aspects; level and quality of supervision inputs and processes (budget, missions, technical staff) are not aligned with the risk profile and complexity of the supervision task; reporting is not timely, does not comply with existing guidelines; difficult to assess performance from the data reported; design of the intervention is flawed, inflexible and impairs effective implementation.
<b>Comments/Justification:</b>	

<sup>1</sup> *Description of the extent, synergy and quality of:* guidance to implementing agencies; review of the procurement process; follow-up of problem areas related to contractor performance, claims review; and procurement issues; monitoring of borrower compliance with accounting, auditing and legal requirements and standards; attention to supervision of social and environmental requirements; team of specialised staff assigned to resolve specific matters; proactive time-bound design adjustments/reformulation and action plans; management support to teams.

**CONSOLIDATED CDB PERFORMANCE**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

<b>CDB PERFORMANCE SUB-CRITERIA</b>	
<b>1. QAE</b>	
<ul style="list-style-type: none"> <li>(a) Strategic relevance and approach defined</li> <li>(b) Clear statement of development objectives and expected results represented in an LFM/RFM</li> <li>(c) Selection of options to address identified problem</li> <li>(d) Soundness of the intervention's design (robustness of assumptions and appropriateness of methodology)</li> <li>(e) Policy and institutional assessment</li> <li>(f) Technical, financial and economic analyses applied to determine viability of the intervention (including analysis of the counterfactual situation – “Without the intervention Scenario”)</li> <li>(g) Fiduciary and legal assessment</li> <li>(h) Qualitative analysis conducted where benefits are not measurable</li> <li>(i) Poverty, Gender and Social Development assessment</li> <li>(j) Environmental, CC and DRM assessment</li> <li>(k) Risk identification and assessment and mitigation measures</li> <li>(l) Implementation arrangements appropriate/realistic with regard to capacity of the Borrower and/or EA/IA</li> <li>(m) Roles and responsibilities of borrower, stakeholders and cooperating agencies defined</li> <li>(n) Assessment of borrower and /or EA/IA capacity for timely fielding of consultants and monitoring performance of consultants and contractors</li> <li>(o) Monitoring, evaluation and reporting arrangements (results framework)</li> <li>(p) Incorporation of lessons learned from related projects/programmes to avoid problems encountered by previous projects</li> <li>(q) Bank inputs and processes adequate, efficient and timely</li> </ul>	
<b>2. QOS</b>	
<ul style="list-style-type: none"> <li>(a) QAE characteristics of the design have an acceptable impact on implementation performance (design clarity, robustness of assumptions, soundness of projections, results framework)</li> <li>(b) Management of fiduciary and legal aspects (compliance with procurement, financial and legal covenants)</li> <li>(c) Timeliness in identifying and assessing threats to achievement of DOs; and actions taken</li> <li>(d) Adequacy of supervision inputs (budget; staff; technology, systems) and processes (results framework)</li> <li>(e) Adequacy of beneficiary targeting and use of annual project planning and progress monitoring</li> <li>(f) Analysis of key quantitative and qualitative data to assess progress towards expected outcomes</li> <li>(g) Timeliness and quality of responses to requests for changes during implementation (variation in scope)</li> <li>(h) Supervision staff continuity; and frequency, composition and length of supervision missions</li> <li>(i) Timeliness, candour and realism in reporting progress, results, issues and time-bound actions</li> <li>(j) Degree of consistency between performance progress, results, issues/constraints and rating</li> <li>(k) Timeliness and quality of reviews and consultations, integration of findings into implementation plans for the remaining project period, and subsequent monitoring of any remedial measures</li> <li>(l) Efforts to build and maintain good relationships with development partners and stakeholders</li> </ul>	
<b>ASSESSMENT</b>	<b>RATING</b>
<b>90% of (1) and (2)</b>	<b>Highly Satisfactory</b>
<b>80% of (1) and (2)</b>	<b>Satisfactory</b>
<b>50% of (1) and (2)</b>	<b>Marginally Unsatisfactory</b>
<b>&lt; 50% of (1) and (2)</b>	<b>Unsatisfactory</b>
<b>Comments/Justification:</b>	

**COMPUTATION OF COMPOSITE (AGGREGATE) SCORE**  
**FOR PUBLIC SECTOR INVESTMENT INTERVENTION**

Core Criteria	PERFORMANCE RATING				ENTER SCORE [HS= 4]; [S =3]; [MUS = 2]; [US= 1]
	RATING [ √ ]				
	HS	S	MUS	US	
Relevance	√				4
Effectiveness		√			3
Efficiency		√			3
Sustainability			√		2
<b>Total Score = [Sum of Scores for Core Criteria]</b>					<b>12</b>
<b>Overall Average Score = [Total Score / 4]</b>					<b>[12/4] = 3.0</b>
<b>OVERALL ASSESSMENT [Based On Overall Average Score]</b>					<b>OVERALL RATING</b> [ √ ]
<b>HS</b>	<b>Highly Satisfactory</b>		<b>&gt; 3.25 and ≤ 4.00</b>		
<b>S</b>	<b>Satisfactory</b>		<b>&gt; 2.50 and ≤ 3.25</b>		√
<b>MUS</b>	<b>Marginally Unsatisfactory</b>		<b>&gt; 1.75 and ≤ 2.50</b>		
<b>US</b>	<b>Unsatisfactory</b>		<b>&gt; 1.00 and ≤ 1.75</b>		
<b>Comments/Justification:</b>					

**COMPOSITE (AGGREGATE) PERFORMANCE RATING**  
**FOR PUBLIC SECTOR INVESTMENT LENDING**

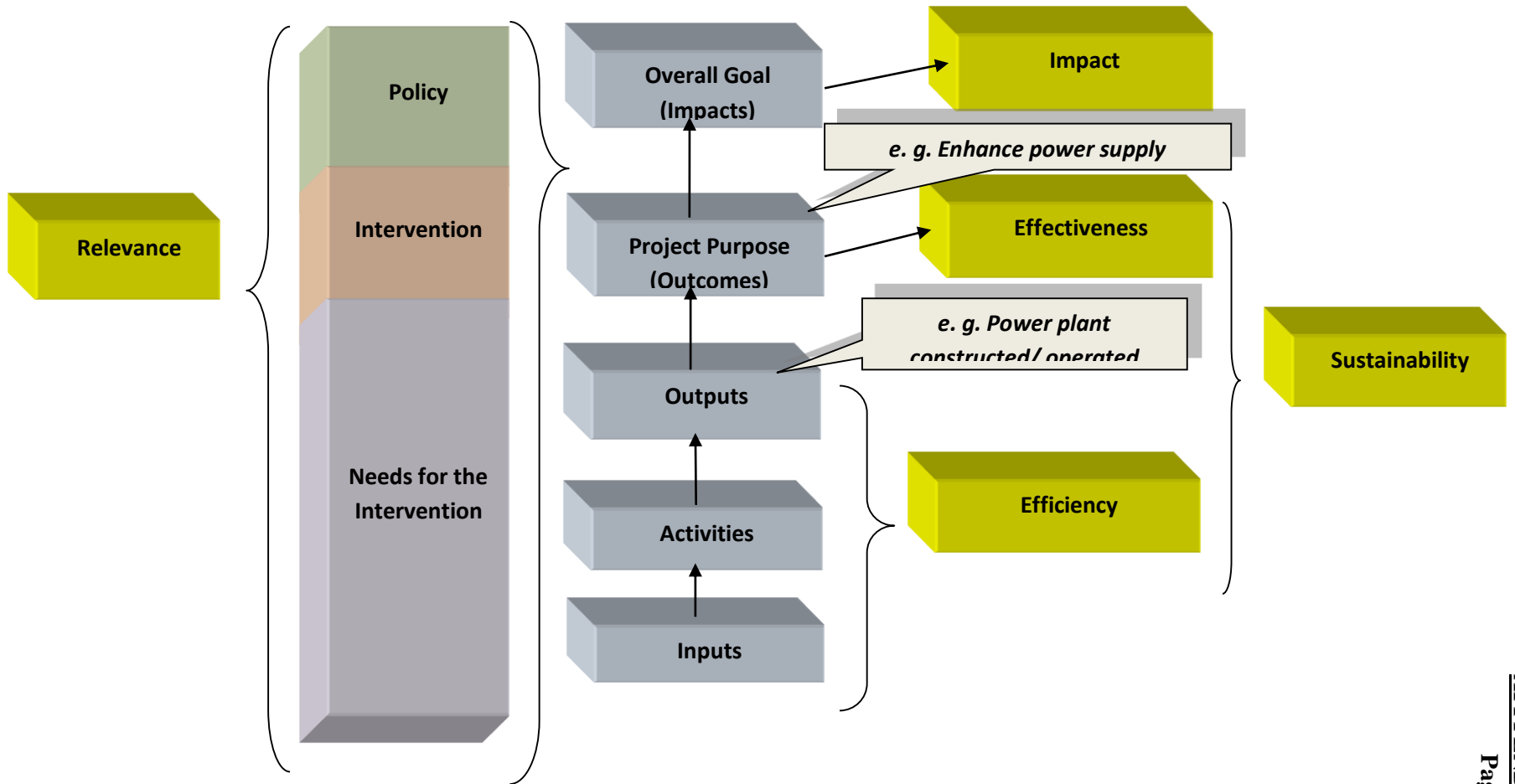
FIXED CUT-OFF POINTS	RATING	ASSESSMENT CONDITIONS
Overall average is: > 3.25 and ≤ 4.00	<b>Highly Satisfactory</b>	<p>This rating is given to interventions whose achievements exceed expectations; or have a high probability that expected outcomes will be achieved efficiently, and will be sustainable over the life of the intervention; the intervention remains relevant and no significant, unintended, negative effects have or will occur.</p> <p><i>There are no deficiencies in the intervention's Relevance, Effectiveness, Efficiency or Sustainability; CDB and Borrower performance were exemplary; there were no significant implementation delays, issues or cost overruns; and Thematic and ID assessments identified no constraints/threats to the intervention's outcomes.</i></p>
Overall average is: > 2.50 and ≤ 3.25	<b>Satisfactory</b>	<p>Even though the outcome may not have been completely achieved or some negative results may have occurred that prevent a rating of highly satisfactory, no major shortfall has taken place; the expected outcome will, on the whole, be achieved, reasonably efficiently, and will be sustainable over the life of the intervention. Any negative effects are small in relation to the gains under the intervention.</p> <p><i>There were minor deficiencies in the intervention's Relevance, Effectiveness, Efficiency or Sustainability; CDB and Borrower performance were satisfactory; implementation delay was &lt;20% with minor cost overruns met by Borrower; and Thematic and ID assessments identified no major constraints/threats to the intervention's outcomes.</i></p>
Overall average is: > 1.75 and ≤ 2.50	<b>Marginally Unsatisfactory</b>	<p>Although a significant shortfall in achieving the outcome occurred or is anticipated, and complete sustainability is jeopardised, it is expected that some components of the intervention will generate major benefits, which may be equivalent to at least half the level originally expected.</p> <p><i>There were moderate to significant deficiencies in the intervention's Relevance, Effectiveness, Efficiency and Sustainability which are not beyond the control of the stakeholders to reverse with a recovery plan (such as a variation in scope; redesign/restructure of the intervention; reformulation of objectives and targets; and provision of technical assistance). CDB or Borrower performance may be satisfactory or unsatisfactory; implementation delays resulted in cost overruns; and Thematic and ID assessments identified constraints/threats to the intervention's outcomes which need to be addressed.</i></p>
Overall average is: > 1.00 and ≤ 1.75	<b>Unsatisfactory</b>	<p>The intervention is a technical and/or economic failure where the minimal outcome is achieved. Benefits generated are not commensurate with level of inputs provided under the intervention; investment cost overruns are evident; large subsidies are required to offset high cost of operations; and negative effects may be apparent.</p> <p><i>There were major to severe deficiencies in the intervention's Relevance, Effectiveness or Efficiency; and sustainability is unlikely. CDB or Borrower performance may be satisfactory or unsatisfactory; there were major implementation delays and cost overruns; and project outputs were not achieved; and Thematic and ID assessments identified constraints/threats which will prevent achievement of the intervention's outputs and outcomes.</i></p>

**PROBLEM AND “AT RISK” CHECKLIST  
FOR PUBLIC SECTOR INVESTMENT LENDING**

IMPLEMENTATION PROGRESS SUB-CRITERIA	FLAG [ √ ]	REMARKS
1. Delay in loan effectiveness by >1 year		
2. Implementation delays > 1 year		
3. Shortfall in counterpart funds/co-financing		
4. Low disbursement rate due to non-compliance with procurement guidelines		
5. Low level of compliance with terms and conditions		
6. Cost overrun > 25% of original cost estimate		
7. Delays in external auditing >1 year		
8. Changes <sup>1</sup> in operating environment reduces the robustness of LFM/RFM assumptions		
9. Social, political or environmental problems		
10. Likelihood that only some DOs will be achieved (specify those not achievable)		
11. Time-bound resolution not available to improve performance		
12. Borrower performance is unsatisfactory		
13. Low level of stakeholder/boundary partner ownership		
14. Poor inter-agency coordination; and high staff turnover at beneficiary institution reduces sustainability of the intervention		
15. Unsatisfactory procurement and performance of consultants and/or contractors		
16. Project Implementation/Management Unit under-resourced		
17. Unutilised resources/technical assistance to enhance institutional capacity		
18. Change or variation in scope increases costs and reduces benefits		
19. Unintended outcomes/impacts of the intervention during implementation		
20. CDB performance unsatisfactory		
ASSESSMENT	FLAG [ √ ]	REMARKS
<b>Problem Intervention</b>		
(a) The ratings for any two core criteria are unsatisfactory (score = 1.00); and		
(b) 50% of the twenty (20) sub-criteria are flagged		
<b>“At Risk” Intervention</b>		
(a) A composite (aggregate) performance score is marginally unsatisfactory or unsatisfactory (less than 2.50); and		
(b) 50% of the twenty (20) sub-criteria are flagged		
<b>Comments/Justification:</b>		

<sup>11</sup> Political instability; institutional weakness of implementing agencies; natural disaster occurrence; macro-economic and fiscal difficulties; social disruptions; commodity price changes; loss of market access.

**DAC EVALUATION CRITERIA RELATIONSHIP TO THE LOGICAL FRAMEWORK MATRIX  
FOR EVALUATION OF INTERVENTIONS**



## **GLOSSARY OF EVALUATION TERMS**

The following terms and definitions are applied in the evaluation of global and regional partnership projects and programmes. Many of these terms and their respective definitions are based on the Organisation for Economic Co-Operation and Development (OECD)/Development Assistance Committee (DAC) Glossary of Key Terms in Evaluation and Results-Based Management of 2002.

**Accountability:** In the evaluation context, *Accountability* refers to the results and effects of a development intervention, not the funding or legal responsibility. *Accountability* in development refer to the obligation to demonstrate that work has been conducted in compliance with agreed rules and standards or to report fairly and accurately on performance results with regard to clearly defined roles, responsibilities and performance expectations of partners in the use of resources.

**Activity:** Actions taken or work performed through which inputs—such as funds, technical assistance, and other types of resources—are mobilised to produce specific outputs.

**Aid Effectiveness at Country Level:** Aid Effectiveness is indicated by Ownership; Harmonisation; Alignment and Mutual Accountability.

**Anecdotal Evidence:** Non-systematic qualitative information based on stories about real events which is given its due weight either alone or combined with other forms of evidence. Anecdotes are personal accounts given by research or evaluation ‘respondents’ - that is, people responding to questions, surveys or evaluation activities. Respondents may be project participants, stakeholders or members of the public. Collecting anecdotes is extremely valuable in a research or evaluation of a project/programme.

A collection of well-sourced and analysed anecdotes can be more useful than irrelevant data. Despite the allure of statistics and percentages, a group of anecdotes can play an important role in contributing to knowledge and evidence.

Anecdotes bring evaluation findings to life and they build up the qualitative component of a project (the aspect that provides depth of meaning to the findings). Anecdotes provide real life examples of how people have been impacted by an initiative, or perhaps how they experienced a project, programme or service. Anecdotes can be used to create personal case studies that highlight champions within interventions or initiatives and demonstrate what has been possible to achieve within the programme funding.

It should be noted however, that anecdotal evidence comprise a collection of stories which does not provide data. ‘Data’ is most commonly considered to refer to facts such as values, statistics or measurements gathered together for reference or analysis. By definition, this may include a number of anecdotes, but the value in this is limited by sample sizes as well as by the range of qualitative nuances contained within multiple anecdotes.

**Appraisal:** An overall assessment of the relevance, feasibility and potential sustainability of a development intervention prior to a decision of funding. The purpose of appraisal is to enable decision-makers to decide whether the activity represents an appropriate use of resources.

**Appropriateness of processes:** Appropriateness of processes is a criterion for examining whether-processes have been followed that would ensure the relevance of policies and the effectiveness of results; approaches and concrete efforts were made to tackle particular issues identified; there was coordination with other donors and international organisations; consultations took place with the recipient countries; the implementation system was sufficient; and processes were followed to regularly monitor the implementation status.



**Assumptions:** Hypotheses about factors, risks or conditions which could affect the progress or success of a development intervention. Assumptions are made explicit in theory-based evaluations where evaluation tracks systematically the anticipated results chain.

**Attribution:** The ascription of a causal link between observed changes/or expected to be observed changes and a specific intervention. This involves a comparison of net outcomes/impacts caused by an intervention with gross outcomes/impacts. It refers to that which is to be credited for the observed changes or results achieved. It represents the extent to which observed development effects can be attributed to a specific intervention or to the performance of one or more partners taking into account other interventions (anticipated and unanticipated) confounding factors, or external shocks. Formal attribution, which is the separation of the MDBs' role from that of other internal or external players, is extremely difficult because of the multiplicity of factors that affect development outcomes and impacts.

**“At Risk” interventions:** are those that have consistently unsatisfactory performance ratings despite actions taken to improve implementation progress.

**Audit:** An independent, objective assurance activity designed to add value and improve an organization's operations. It helps an organisation accomplish its objectives by bringing a systematic, disciplined approach to assess and improve the effectiveness of risk management, control and governance processes. A distinction is made between regularity (financial) auditing, which focuses on compliance with applicable statutes and regulations, and performance auditing, which is concerned with relevance, economy efficiency and effectiveness. Internal auditing provides an assessment on internal controls undertaken by a unit reporting to management while external auditing is conducted by an independent organization.

**Bank Performance:** The extent to which services provided by the Bank ensured quality at entry of the intervention and supported effective implementation through appropriate supervision (including ensuring adequate transition arrangements for regular operation of supported activities after completion of the intervention, towards the achievement of development outcomes.

**Base-Line Study:** An analysis describing the situation prior to a development intervention, against which progress can be assessed or compared.

**Benchmark:** Reference point or standard against which performance or achievements can be assessed.

**Beneficiaries:** Individuals, groups or organisations, whether targeted or not, that benefit directly or indirectly, from the development intervention.

**Borrower Performance:** The extent to which the borrower/client (including government and implementing agency or agencies) ensured quality of preparation and implementation, and complied with covenants/conditionalities and agreements, towards the achievement of development outcomes.

**Client Satisfaction:** Comparison of outputs (goods or services) with client expectations.

**Cluster Evaluation:** An evaluation of a set of related activities, projects and/or programs.

**Conclusion:** Conclusions point out the factors of success or failure of the evaluated intervention, with special attention paid to the intended and unintended results and impacts, and more generally to any other strength or weakness. A conclusion draws on data collection and analyses undertaken, through a transparent chain of arguments.

**Contribution:** Assessment of results to determine whether an MDB has made a contribution to key results or outcomes, that is both plausible and meaningful and, identifying the main drivers of the outcomes. A plausible association of MDB assistance with development results can be assessed by: characterising the role played by the MDB in the sector or thematic domain (i.e. lead MDB); examining the policies and actions of other major development partners for consistency with those of the MDB; and examining evidence that the main outcomes were not achieved primarily due to exogenous events.

**Cost-Effectiveness:** Comparison of the outcomes/impacts of an intervention with their costs.

**Counterfactual:** The situation or conditions which hypothetically may prevail for individuals, groups or organisations was there no development intervention (i.e. the “Without Intervention Scenario”).

**CREAM Indicators of good performance:** These should be *Clear* (precise and unambiguous), *Relevant* (appropriate to the subject at hand), *Economic* (available at a reasonable cost), *Adequate* (sufficient to assess performance), and *Monitorable* (amenable to independent validation).

**Country Programme Evaluation:** Evaluation of one or more donor’s or agency’s portfolio of development interventions, and the assistance strategy behind them in a partner country.

**Data Collection Tools:** Methodologies used to identify information sources and collect information during an evaluation. Examples are informal surveys, direct and participatory observation, community interviews, focus groups, expert opinion, case studies and literature search.

**Descriptor:** A word or phrase (key) used to categorise records in a database so that all records containing the key can be retrieved together.

**Development Intervention:** An instrument for partner (donor and non-donor) support aimed to promote development. Examples are policy advice, projects, and programmes.

**Development Objective (DO):** The intended impact contributing to physical, financial, institutional, social, environmental, or other benefits to a society, community, or group of people through one or more development interventions.

**Development Programme:** This is a time-bound intervention (country programme/strategy evaluation) involving multiple activities that may cut across sectors, themes and/or geographic areas.

**Effect:** Intended or unintended change, results, outcomes due directly or indirectly to an intervention.

**Effectiveness:** The extent to which the development intervention’s objectives were achieved or are expected to be achieved, taking into account their relative importance. The process of determining effectiveness involves the comparison of the actual results of an intervention with planned/expected results. Effectiveness is also used as an aggregate measure of the merit/worth of an activity/intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable manner and with a positive institutional development impact.

**Effectiveness of Results:** Effectiveness of results assesses to what degree the initial targets have been achieved. To assess effectiveness, therefore, indicators are needed for gauging the respective results of activities at the input, output, and outcome levels.

**Efficiency:** A measure of how economically resources/inputs (funds, expertise, time etc.) are converted to outputs. Comparison of the outputs (good and services) of an intervention with their costs.

**Evaluability:** Extent to which an activity or a program can be evaluated in a reliable and credible manner. Evaluability assessment calls for the early review of a proposed activity in order to ascertain whether its objectives are adequately defined and its results verifiable.

**Evaluation:** The systematic and objective assessment of an on-going or completed project, programme, strategy or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness (Effectiveness), impact and sustainability by comparing expected results with actual results. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision making process of both recipients and donors. Evaluation also refers to the process of determining the worth or significance of an activity, policy, project or programme. It is an assessment, as systematic and objective as possible, of a planned, ongoing or completed development intervention. In some instances, evaluation involves the definition of appropriate standards, examination of performance against those standards, an assessment of actual and expected results and the identification of relevant lessons.

**Evaluation Ethics:** The evaluation process shows sensitivity to gender, beliefs, manners and customs of all stakeholders and is undertaken with integrity and honesty. The rights and welfare of participants in the evaluation are protected. Anonymity and confidentiality of individual informants should be protected when requested and/or as required by law.

**Evaluation Methodology:** The evaluation methodology is clarified by defining what criteria and what analytical approaches will be used to assess the evaluation subjects. The evaluation framework, which lucidly organises such key points as the evaluation perspectives, evaluation criteria, and sources of information, provides the basis of discussion for determining the evaluation methodology. The method of analysis used in evaluation may be either qualitative or quantitative. Quantitative methods, such as cost benefit analysis and econometric analysis, are possible when quantitative targets have been set and a wealth of data is available.

**Evaluation Standards:** As an assessment of planning, implementation, and results, evaluation needs to have standards. Five of these are widely used - *Relevance, Effectiveness, Efficiency, Impacts* and *Sustainability*. These criteria do not need to be regarded as a set. Individual criteria can be selected according to the purpose and object of an evaluation, and it should be remembered that there are other criteria besides these five.

**Ex-ante Evaluation:** An evaluation that is performed before implementation of a development intervention. Ex-ante evaluation may also refer to appraisal of a development intervention or assessment of quality at entry of a development intervention.

**Ex-post Evaluation:** Evaluation of a development intervention after it has been completed. Its function is to identify factors of success or failure; assess the sustainability of results and impacts; and provide information, conclusions and recommendations that may inform other interventions or future interventions in the same sector/country. It may be undertaken directly after or long after completion of implementation of a development intervention.

**Formative Evaluation:** Evaluation intended to improve performance, most often conducted during the implementation phase of projects or programmes. Formative/process evaluations may also be conducted to determine compliance, legal requirements or as part of a larger evaluation initiative.

**Goal:** The higher-order DO to which a development intervention is intended to contribute.

**Impact Assessment:** An assessment of an intervention's impact is a comparison of the measures before and after implementation of the intervention –it compares the situation before the intervention is implemented (using baseline data) with the results achieved from implementing the intervention. It is equivalent to the “With” and “Without” (counterfactual) scenarios applied in project appraisal analysis.

**Impacts:** Positive and negative, primary and secondary, long-term effects, both intended and unintended, produced directly or indirectly by a development intervention. Impacts are the kinds of organizational, community, or system level changes expected to result from intervention activities and which might include improved conditions, increased capacity, and/or changes in the policy arena.

**Independent Evaluation:** An evaluation carried out by entities/persons free of the control of those responsible for the design and implementation of an intervention.

**Independence of evaluators' vis-à-vis stakeholders:** The evaluation report indicates the degree of independence of the evaluators from the policy, operations and management function of the commissioning agent, implementers and beneficiaries. Possible conflicts of interest are addressed openly and honestly. The evaluation team is able to work freely and without interference. It is assured of cooperation and access to all relevant information. The evaluation report indicates any obstruction which may have impacted on the process of evaluation.

**Indicator:** Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor. *Output indicators* are used to measure the quantity of outputs produced or services delivered by the programme. *Outcome indicators* are used to measure the outcome or impact of the programme and its outputs and/or its effectiveness in achieving programme objectives.

**Inputs:** The financial, human, and material resources used for the development intervention.

**Institutional Development Impact:** The extent to which an intervention improves or weakens the ability of a country or region to make more efficient, equitable, and sustainable use of its human, financial, and natural resources e.g.: through (a) better definition, stability, transparency, enforceability, and predictability of institutional arrangements, or (b) better alignment of the organization's mission and capacity with its mandate, which derives from these institutional arrangements. Such impacts can include the intended and unintended effects of an action.

**Intervention:** a capital project, programme loan, policy-based financing or technical assistance loan or grant financed by the Bank.

**Intervention under Implementation:** A capital the intervention's loan/policy-based loan for which the Loan Agreement has been signed, and under implementation until the loan is fully disbursed, cancelled or until the relevant project completion report has been prepared.

**Intervention in Operation:** An intervention is in operation when the loan is fully disbursed or the undisbursed balance is cancelled. A project remains in operation until the loan is fully repaid.

**Lesson Learned/Lesson of Experience:** Generalisations based on evaluation experiences interventions or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome and impact.

**Loan Effectiveness:** A loan becomes effective when Conditions Precedent to first disbursement, are satisfied.

**Logical Framework (Log frame):** A Log frame is a management tool used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, outputs, outcomes, impact) and their causal relationships, indicators, and the assumptions or risks that may influence success and failure. It thus facilitates planning, execution, and evaluation of a development intervention.

**Logic Model:** A logic model is a technical tool for summarizing all relevant information related to development assistance or a program or project. Logic models are usually presented in a matrix covering such categories as objectives/results, inputs, indicators (or objectively verifiable indicators), means of verification, and assumptions/risks. Various types of logic models have been designed for different purposes; there is no “correct” format.

**Managing for Development Results (MfDR):** MfDR is a management strategy that focuses on the development performance and sustainable improvements in country outcomes. It provides a coherent framework for development effectiveness in which performance information is used for improved decision-making; and it includes practical tools for strategic planning, risk management, progress monitoring, and outcome evaluation.

**Meta-Evaluation:** The term is used for evaluations designed to aggregate findings from a series of evaluations. It can also be used to denote the evaluation of an evaluation to judge its quality and/or assess the performance of the evaluators.

**MfDR Principles:** 1. Focusing the dialogue on results at all phases of the development process. 2. Aligning programming, monitoring, and evaluation with results. 3. Keeping measurement and reporting simple. 4. Managing for, not by results. 5. Using results information for learning and decision-making.

**Millennium Development Goals (MDGs):** In 2000, in a key effort to promote more effective development, 189 UN member countries agreed to work toward reduction of global poverty and improved sustainable development. These global aims are reflected in the eight MDGs, with their 18 targets and 48 performance indicators. The MDGs provide specific, measurable targets that are gradually being adapted at the country level as the basis for country outcomes and then monitored over time to help gauge progress.

**Monitoring:** A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.

**OECD/DAC Evaluation Criteria:** *Relevance* - the extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies; *Effectiveness* -the extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance; *Efficiency* - a measure of how economically resources/inputs (funds, expertise, time etc.) are converted to results; *Impacts* - positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended; and *Sustainability* - the continuation of the main benefits from a development intervention after major development assistance has been completed; the probability of continued long-term benefits; and the resilience to risk of the net benefit flows over time.

**Outcomes:** The likely or achieved short-term and medium-term effects of an intervention’s outputs or the extent to which an intervention’s major relevant objectives were achieved, or are expected to be achieved efficiently. Outcomes are the observable behavioral, institutional, and societal changes that take place over 3 to 10 years, usually as the result of coordinated short-term investments in individual and organizational capacity building for key development stakeholders (such as national governments, civil society, and the private sector).

**Outputs:** The direct results of the activities of an intervention. Outputs are the products, capital goods, and services that result from a development intervention; and they may also include changes resulting from the intervention that are relevant to the achievement of outcomes. Outputs are usually described in terms of size and scope of the services or products delivered or produced by the intervention. They indicate whether or not an intervention was delivered to the intended audiences at the intended level. An intervention output, for example, might include the number of classes taught, meetings held, materials distributed, program participation rates, or total service delivery hours.

**Partners:** Individuals, groups and organizations that collaborate to achieve mutually agreed upon objectives. The concept connotes shared goals, common responsibilities for outcomes, distinct accountabilities and reciprocal obligations. Partnerships include governments, civil societies, non-governmental organisations, universities, professional and business associations, multilateral organisations, private companies and investment consortiums.

**Participatory Evaluation:** Evaluation method in which representatives of agencies and stakeholders (including beneficiaries) work together in designing, carrying out and interpreting an evaluation.

**Partnership:** Partnership can be defined as a collaborative relationship between entities to work toward shared objectives through a mutually agreed division of labor. At the country level, this means engaging under government leadership with national stakeholders and external partners (including international development agencies) in developing, implementing, and monitoring a country's own development strategy.

**Performance:** The degree to which a development intervention or a development partner operates according to specific criteria/standards/guidelines or achieves results in accordance with stated goals and plans.

**Performance Indicator:** A variable that allows the verification of changes in the development intervention or shows results relative to what was planned.

**Performance Measurement:** A system for assessing performance of development interventions against stated goals.

**Performance Monitoring:** A continuous process of collecting and analysing data to compare how well a development intervention (project, programme or policy) is being implemented against expected results.

**Problem Interventions:** are those that have frequent marginally unsatisfactory performance ratings, and implementation issues/constraints that could cause it to slip into the "*At risk*" category. These interventions are early warning indicators that signal the need for increased attention and intensified supervision. Early identification of problem interventions allows actions to be taken to improve implementation progress, and thus reduce the likelihood of the interventions becoming "*At Risk*".

**Process Evaluation:** A process evaluation evaluates the internal dynamics of implementing organizations, their policy instruments, their service delivery mechanisms, their management practices, and the linkages among these.

**Productivity:** Comparison of the outputs (goods and services) of an intervention with physical inputs.

**Programme Evaluation:** Evaluation of a set of interventions, marshaled to attain specific global, regional, country, or sector DOs.

**Project Implementation Start-up:** An intervention enters the portfolio on the date the Loan Agreement is signed.

**Project or Programme Objective:** The intended physical, financial, institutional, social, environmental or other development results to which a project or programme is expected to contribute.

**Project Under Implementation:** An intervention for which the Loan Agreement has been signed, and under implementation until the loan is fully disbursed, cancelled or until the relevant project completion report has been prepared.

**Purpose:** The publicly stated objectives of the development project or programme.

**Quality:** Comparison of the characteristics/value of the outputs of an intervention to technical standards.

**Quality Assurance:** Encompasses any activity that is concerned with assessing and improving the merit or worth of a development intervention or its compliance with given standards. Quality assurance may also refer to the assessment of the quality of a portfolio and its development effectiveness.

**Recommendations:** proposals aimed at enhancing the effectiveness, quality or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations are actionable proposals and should be linked to conclusions.

**Relevance:** Relationship/link of the objectives of an intervention to broader country or development agency goals. The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country-needs, global priorities and partners’ and donors’ policies. Relevance also indicates whether the objectives of an intervention or its design are still appropriate given changed circumstances.

**Reliability:** Consistency or dependability of data and evaluation judgements, with reference to the quality of the instruments, procedures and analyses used to collect and interpret evaluation data.

**Results:** The output, outcome, or impact (intended or unintended, positive and negative) of a development intervention.

**Results Chain:** The causal sequence for a development intervention that stipulates the necessary sequence to achieve desired objectives, beginning with inputs, moving through activities and outputs, and culminating in outcomes, impacts, and feedback.

**Results Framework:** The program logic that explains how the DO is to be achieved, including causal relationships and underlying assumptions.

**Results-Based Management (RBM):** A management strategy focusing on performance and achievement of outputs, outcomes and impacts. It provides the management frameworks and tools for strategic planning, risk management, performance monitoring, and evaluation. Its main purposes are to improve organizational learning and to fulfill accountability obligations through performance reporting. The following is the logic flow in RBM:

<i>HOW should this be implemented?</i>		<i>WHAT should be produced?</i>	<i>WHAT outcomes do we expect from this investment? (HOW are outputs used?)</i>			<i>WHY should we do this?</i>
Resource s(Inputs)	Activities	Outputs	Short-term Outcomes	Medium-term Outcomes	Long-term Outcomes	Long-term Impacts

**Results Mapping:** Results mapping is an outcome-based evaluation tool that systematically captures otherwise non-quantifiable anecdotal evidence and uses the information to present a results-based

conclusion. It provides a model to systemise, standardise, gather and utilise lessons embedded in anecdotal information. This outcome model facilitates the process of converting anecdotal information into a useful tool for project/programme presentation, evaluation and assessment.

**Review:** An assessment of the performance of an intervention, periodically or on an ad hoc basis. Reviews are usually less comprehensive and/or in-depth than evaluations. They tend to emphasize operational aspects.

**Risk to Development Outcome (RDO):** The risk, at the time of evaluation, that development outcomes or expected outcomes will not be realised or maintained. Some RDOs are internal or specific to an intervention; and are primarily related to the suitability of the intervention's design to its operating environment. Other RDOs arise from factors outside the intervention (e.g.: country level - price changes, global - technological advances). The impact on outcomes of a change in the operating environment depends on the severity and nature of the change, as well as the adaptability (or lack thereof) of the design of the intervention to withstand that change.

**Risk analysis:** An analysis or an assessment of factors (called assumptions in the Log frame) that affect or are likely to affect the successful achievement of an intervention's objectives. It is a detailed examination of the potential unwanted and negative consequences to human life, health, property, or the environment posed by development interventions; a systematic process to provide information regarding undesirable consequences; and the process of quantification of the probabilities and expected impacts for identified risks.

Categories of risk include: technical (where innovative technology and systems are involved); financial (robustness of financial flows and financial viability); economic (both at country and global level); social (strength of stakeholder support and/or mitigation of any negative social impacts); political (volatility of stability of political situation); environmental (both positive and negative impacts); government ownership/commitment (continuation of supportive policies and any budgetary provisions); other stakeholder ownership (private sector, civil society); institutional support (from cooperating agencies/institutions, other development partners, issues related to legal/legislative framework); governance; and exposure to natural hazards.

**Sector:** Includes development activities commonly grouped together for the purpose of public action (such as health, education, agriculture, transport etc.).

**Sector Program Evaluation:** Evaluation of a cluster of development interventions in a sector within one country or across countries, all of which contribute to the achievement of a specific development goal.

**Self-Evaluation:** An evaluation by those who are entrusted with the design and delivery of a development intervention.

**SMART Outcomes and Impacts:** Targeted outcomes and impacts should be *Specific, Measurable, Action-oriented, Realistic* and *Time-bound*.

**Stakeholders:** Agencies, organisations, groups or individuals who have a direct or indirect interest in the development intervention or its evaluation.

**Summative Evaluation:** A study conducted at the end of an intervention (or a phase of that intervention) to determine the extent to which anticipated outcomes were produced. Summative evaluation is intended to provide information about the worth of the program.



**Sustainability:** The continuation of benefits from a development intervention after major development assistance has been completed. It is also the probability of continued long-term benefits and the resilience to risk of the net benefit flows over time.

**Target Group:** The specific individuals or organisations for whose benefit the development intervention is undertaken.

**Terms of Reference:** Written document presenting the purpose and scope of the evaluation, the method to be used, the standard against which performance is to be assessed or analyses are to be conducted, the resources and time allocated, and reporting requirements. Two other terms are sometimes used with the same meaning – ‘scope of work’ and ‘evaluation mandate’.

**Thematic Evaluation:** Evaluation of a selection of development interventions, all of which address a specific development priority that cuts across countries, regions, and sectors.

**Triangulation:** The use of three or more theories, sources or types of information to verify and substantiate an assessment. By combining multiple data sources, methods, analyses or theories, evaluators seek to overcome the bias that comes from single informants, single methods, single observer or single theory studies.

**Validity:** The extent to which the data collection strategies and instruments measure what they purport to measure.

**Value for Money:** Value for money (VFM) is about striking the best balance between the “three E’s” – economy, efficiency and effectiveness. It is not a tool or a method, but a way of thinking about using resources well. The optimum combination of whole-life cost and quality (or fitness for purpose) to meet the user’s requirement. It can be assessed using the criteria of economy, efficiency and effectiveness ‘the optimal use of resources to achieve intended outcomes’.

The Good Practice Guide for Public Sector procurement guidance for public entities defines value for money as: “Using resources effectively, economically, and without waste, with due regard for the total costs and benefits of an arrangement, and its contribution to the outcomes the entity is trying to achieve. It adds that: “The principle of value for money when procuring goods or services does not necessarily mean selecting the lowest price, but rather the best possible outcome for the total cost of ownership (or whole-of-life cost); and that value for money is achieved by selecting the most appropriate procurement method for the risk and value of the procurement, and not necessarily by using a competitive tender.

A range of assessment tools are available to provide analysis and information to support good judgement in decision making. Assessment tools include: comparisons with other activities (Compare the costs of the activity, or the prices/rates charged for specific budget items with those in other activities with comparable outcomes and context); programme logic analysis (assesses the internal logic of the programme and the fit between outcomes, outputs, inputs and budget); cost-effectiveness analysis (considers proposed outcomes and outputs, analyses the approach and budget and whether there are alternative ways of delivering the required outcome); financial viability or cost-benefit analysis (analyses the income and expenditure of the enterprise/service and the case for its viability ); economic cost-benefit analysis (assigns dollar values to all costs and benefits of an activity to produce a measure of the net monetary benefits (or cost) of the activity itself that can be compared or ranked against other activities); opportunity cost analysis (value of what you could do with those resources if they were spent elsewhere); multi-criteria ranking (procurement evaluation that involves multi-criteria ranking ) and quality assurance processes and tools (appraisal and peer review, monitoring and review to provide evidence of progress in achieving development outcomes).

**REFERENCES**

- Caribbean Development Bank: Updating and Revising the Policy, Guidelines and Methodology for Evaluation at the CDB, Volume II - Evaluation Guides and Methodologies, May 2011.
- Caribbean Regional Programme Evaluation. Department for International Development, 2007.
- Common Performance Assessment System: Evaluation Report. Evaluation Cooperation Group, 2008 and 2010.
- Development Effectiveness Framework. Inter-American Development Bank, 2008.
- Evaluation Handbook for ODA Loan Projects. Japan Bank for International Cooperation, 2006.
- Evaluation Manual: Methodology and Processes. International Fund for Agricultural Development, 2009.
- Evaluation Methodology, European Investment Bank, 2011.
- Evaluation of the Bank's processes for managing Technical Cooperation. IDB, 2010.
- Evaluation Quality Standards. Development Assistance Committee (DAC) of the DAC Evaluation Network at the Organisation for Economic Co-Operation and Development (OECD), 2006.
- Good Practice Standards for Evaluations of MDB Supported Public Sector Operations. Multilateral Development Banks Evaluation Cooperation Group, 2002.
- Good Practices for the Evaluation of Policy-Based Lending by Multilateral Development Banks. Prepared for the ECG of the MDBs by Asian Development Bank (ADB), March 2005.
- Good Practices, Quality at Entry, Quality at Entry Assessment and Quality of Supervision. Quality Assurance Group. World Bank, 2000-07.
- Guidelines and Methodologies of Evaluation. African Development Bank, 1996.
- Guidelines for Post-Evaluation of Technical Assistance Operations. Islamic Development Bank, 2006.
- Guidelines for Preparing Performance Evaluation Reports for Public Sector Operations. ADB, 2006.
- Guidelines for Project and Programme Evaluations. Austrian Development Cooperation, 2009.
- Handbook on Monitoring and Evaluating for Results. United Nations Development Programme, 2002.
- Handbook on Planning, Monitoring and Evaluating for Development Results. UNDP, 2009.
- Harmonisation of Evaluation Criteria. Multilateral Development Banks (MDBs) Evaluation Cooperation Group (ECG), 1999.
- Implementation Completion and Results Report: Guidelines. Operations, Policy and Country Services (OPCS), World Bank, 2006.
- Independent Evaluation - Evaluation Approach. Independent Evaluation Group,

**REFERENCES**

Independent Evaluation of Quality at Entry for African Development Fund (ADF) Operations and Strategies – Background Paper. African Development Fund, 2009.

Manual: Monitoring and Evaluation Guidelines Private Sector Projects Funded by ADB. African Development Bank Group, 2004.

ODA Evaluation Guidelines. International Cooperation Bureau, Ministry of Foreign Affairs, Japan, 2009.

Official Development Assistance Evaluation Guidelines. International Cooperation Bureau, Japan, 2009.

Operations Evaluation Guidelines. Islamic Development Bank, 2005.

Performance Monitoring Indicators: A Handbook for Task Managers. Operations Policy Department, World Bank, 1999.

Project Administration Instructions, ADB, 2008.

Project Performance Management System. ADB, 2008.

Projects and Operations Evaluation Guidelines. Islamic Development Bank, 2006.

Qualitative Evaluation Checklist. Michael Quinn Patton, 2003.

Quality Assessment of Lending Portfolio. Quality Assurance Group (QAG). World Bank, 2009.

Rapid Review of Quality-at-Entry (QAE) 2004: Innovative Activity Design. AusAID, Australian Government, 2005.

Results Based Management in the Development Co-Operation Agencies: A Review of Experience, Background Report. DAC/OECD, 2001.

Review of the Effectiveness of CIDA's Multilateral Channel. CIDA, 2009.

Revised Guidelines for the Preparation for the Preparation of Country Assistance Programme Evaluations. Asian Development Bank, 2010.

Risk Management of Sovereign Guaranteed Projects: Procedures Guide Version 2. IDB 2010.

Road to Results. Linda Mora Immas and Ray Rist, 2009.

Sourcebook for Evaluating Global and Regional Partnership Programmes: Indicative Principles and Standards. Independent Evaluation Group, World Bank, 2007.

Ten Steps to a Results-based Monitoring and Evaluation System: A Handbook for Development Practitioners. Jody Zall Kusek and Ray Rist, 2004.

The Debate on the Usefulness of Outcome Ratings. 2010 Annual Canadian Evaluation Society Presentation. Gunter Rochow, Capra International Incorporated, 2010.

**REFERENCES**

Towards An Integrated System For Evaluation of Development Effectiveness – Results Based Management. African Development Bank Group, 2000.

Good Practices for the Evaluation of Policy-Based Lending by Multilateral Development Banks. Prepared for the ECG of the MDBs by Asian Development Bank, March 2005.

Policy-Based Lending: Emerging Practices in Supporting Reforms in Developing Member Countries. Asian Development Bank, 2007.

Good Practice Standards for Evaluation of MDB Supported Public Sector Operations: Addendum for Good Practices for the Evaluation of Policy-Based Lending. Multilateral Development Bank Evaluation Cooperation Group, 2004.

Common Performance Assessment System: Evaluation Report. Evaluation Cooperation Group, 2008 and 2010.

Development Effectiveness Framework. IDB, 2008.

Evaluation of the Bank's processes for managing Technical Cooperation. IDB, 2010.

Evaluation Quality Standards. Development Assistance Committee (DAC) of the DAC Evaluation Network at the Organisation for Economic Co-Operation and Development (OECD), 2006.

Good Practice Standards for Evaluations of MDB Supported Public Sector Operations. Multilateral Development Banks (MDBs) Evaluation Cooperation Group (ECG), 2002.

Good Practices Standards. Country Strategy and Program Evaluations. Evaluation Cooperation Group (ECG) World Bank, 2008.

Guidelines and Methodologies of Evaluation. African Development Bank, 1996.

Guidelines for Post-Evaluation of Technical Assistance Operations. Islamic Development Bank, 2006.

Guidelines for Preparing Performance Evaluation Reports for Public Sector Operations. Asian Development Bank, 2006.

Guidelines for Project and Programme Evaluations. Austrian Development Cooperation, 2009.

Handbook on Planning, Monitoring and Evaluating for Development Results. UNDP, 2009.

Harmonisation of Evaluation Criteria. Multilateral Development Banks Evaluation Cooperation Group, 1999.

Implementation Completion and Results Report: Guidelines. Operations, Policy and Country Services, WB, 2006.

Independent Evaluation - Evaluation Approach. Independent Evaluation Group,

Independent Evaluation of Quality at Entry for African Development Fund (ADF) Operations and Strategies – Background Paper. African Development Fund, 2009.

**REFERENCES**

- Operations Evaluation Guidelines. Islamic Development Bank, 2005.
- Performance Monitoring Indicators: A Handbook for Task Managers. Operations Policy Department, WB, 1999.
- Projects and Operations Evaluation Guidelines. Islamic Development Bank, 2006.
- Qualitative Evaluation Checklist. Michael Quinn Patton, 2003.
- Quality Assessment of Lending Portfolio. Quality Assurance Group (QAG). WB, 2009.
- Rapid Review of Quality-at-Entry (QAE) 2004: Innovative Activity Design. AusAID, Australian Government, 2005.
- Results Based Management in the Development Co-Operation Agencies: A Review of Experience, Background Report. DAC/OECD, 2001
- Revised Guidelines for the Preparation for the Preparation of Country Assistance Programme Evaluations. Asian Development Bank, 2010.
- Risk Management of Sovereign Guaranteed Projects: Procedures Guide Version 2. IDB 2010.
- Sourcebook for Evaluating Global and Regional Partnership Programmes: Indicative Principles and Standards. Independent Evaluation Group (IEG), World Bank, 2007.
- The Debate on the Usefulness of Outcome Ratings. 2010 Annual Canadian Evaluation Society (CES) Presentation. Gunter Rochow, Capra International Incorporated, 2010.
- Towards An Integrated System For Evaluation of Development Effectiveness – Results Based Management. African Development Bank Group, 2000.
- Caribbean Development Bank Special Development Fund (Unified): Review of the Caribbean Development Bank Technical Assistance Policy and Strategy. May 2012
- Lessons from the Evaluation of ADB’s Technical Assistance Operations. December 2007.
- Value for money and international development: Deconstructing myths to promote a more constructive discussion. Penny Jackson OECD Development Co-operation Directorate, Approach to effectiveness and value for money, Report No 1, 2011.
- DFID’s Approach to Value for Money (VfM), July 2011.
- Value for Money Guideline. Deputy Director, FIN (ODA), July 2011.
- New economics for: Value for Money in International Development, January 2013. NEF Consulting Limited (new economics foundation).
- Country Strategy Guidelines. Inter-American Development Bank. February 2009.
- Revised Guidelines for the Preparation of Country Assistance Program Evaluations. Asian Development Bank. December 2010.

**EXAMPLES OF INTEGRATED TVET SYSTEMS**

1. Norway, which ranks tenth (2012) in the world in terms of per capita GDP, has a mixed economy that consists of both private and state run enterprises. The Norwegian government has undergone educational reform to bridge the gap between academic education and vocational education which provides an excellent example of system articulation which, in turn, provides students with the opportunity to choose pathways to employment.

2. The Government of Norway works to promote participation among low-skilled students in upper secondary TVET. For example since 2000, through ‘the training candidature scheme’, low-skilled students are given the possibility of obtaining a specially adapted qualification of a lower degree. As opposed to the apprentice who signs an apprenticeship agreement, the training candidate signs a training contract which will lead to a competence exam rather than the trade or journeyman’s certificate.

3. In an effort to raise educational standards for all, governments in the United Kingdom (UK) made the following commitments in 2009<sup>1</sup>:

- (a) achieve cross-government action to tackle skills gaps and shortages;
- (b) encourage employers to use higher levels of skills in the workforce to develop more ambitious and innovative business strategies;
- (c) motivate learners to continue in and return to learning;
- (d) make VET responsive to employers' needs; and
- (e) raise the status and quality of initial VET.

4. This initiative was launched with the benefit of the learnings from the “Skills for Life” programme which was established in 2001. From this programme, educational leaders in the UK identified that weaknesses such as:

- (a) poorly trained teachers;
- (b) ineffective management;
- (c) lack of consistent curriculum; and
- (d) disengaged employers were factors that led to adults with literacy and numeracy learning deficiencies<sup>2</sup>.

5. The UK Department for Education (UKDE) has now established a 2-tiered vocational education plan for young people who needed to further their skills for the workforce. The first tier is known as “Traineeship”, which leads young people aged 16-23 through work-experience based education, with support programmes in mathematics and literacy if needed. The second tier is the traditional “Apprenticeship” programme, whereby participants obtain a number of hours learning on the job with a certified skilled tradesperson, along with a number of hours of in-class learning. It has been found that employers were finding a gap between education and skills for the workforce. The Traineeship programme

---

<sup>1</sup> Refer to [http://libserver.cedefop.europa.eu/vetelib/eu/pub/cedefop/vetreport/2009\\_CR\\_UK.pdf](http://libserver.cedefop.europa.eu/vetelib/eu/pub/cedefop/vetreport/2009_CR_UK.pdf)

<sup>2</sup> Refer to Learning for Life. Crown Copyright 2004. Department of Education and Labour available at: <http://rwp.excellencegateway.org.uk/resource/Skills+for+Life%3A+the+national+strategy+for+improving+adult+literacy+and+numeracy+skills%3A+delivering+the+vision+2001-2004/pdf/>

is designed to bridge that gap, while providing a stepping stone to Apprenticeship, if so desired by the learner<sup>1</sup>.

6. In addition, UKDE has established that young people enrolled in Further Education (FE), aged 16-19, should not be prevented from pursuing certain careers based on their prior educational paths (i.e. prior to or during FE). Therefore, all FE programmes require a base level of literacy and mathematics (with support where needed) to ensure all learners can pursue a higher level of education than they currently have, no matter which path they choose (vocational or academic or a mix of both). Also required is that “all providers should ensure their curriculum offered enables students to take subjects and activities that really do support their educational and career ambitions. A core principle of study programmes is that they support and encourage progression to the next level of education or employment<sup>2</sup>.” UKDE’s ‘Study Programmes 16-19’ was established using the recommendations from Professor Alison Wolf’s Review of Vocational Education in 2011, known as The Wolf Report<sup>3</sup>.

7. An example of a TVET curricula trend in Canada is the provincial context of Nova Scotia, where the traditional Vocational Technical Training model has been replaced with Skilled Trades Education<sup>4</sup>. The principal rationale for this shift has been to increase the level of core competencies and twenty-first century skills among learners in the Skilled Trades programmes, and ultimately those in the workplace. The Nova Scotia Community College<sup>5</sup> which provides advanced skilled trades education that includes apprenticeship programmes, requires students to have obtained high school completion certificates before being considered for any trades related education programme. It is therefore incumbent on the public school system to establish relevant learning experiences based on twenty-first century skills and competencies in trades and technologies to ensure students are engaged in their learning at the secondary school level.

8. In 2006, Nova Scotia introduced the *Options and Opportunities* (O2) programme<sup>6</sup> for secondary students; and in 2012 introduced the *Discovering Opportunities* programme for ninth grade students<sup>7</sup>. These two programmes are designed as a way of organising relevant learning experiences for secondary students in an effort to direct them to careers in skilled trades and technologies. The O2 students are required to choose an academy of learning in areas such as: trades and technologies, recreation, health and human services, and business processes.

9. In addition to taking at least 4 credits in their chosen academy, a credit in workplace health and safety and two co-op credits, students much obtain secondary credits in the core subjects such as mathematics and English. Educators report that previously disengaged students have found their interest levels in core, traditional subjects have skyrocketed due to their involvement in the O2 programme. Career planning is an important part of student goal-setting. Disengaged students at the ninth grade level who have become involved in the Discovering Opportunities programme have transitioned into the O2 programme with a clear vision for their learning path.

---

<sup>1</sup> Refer to <http://www.apprenticeships.org.uk/traineeships.aspx>

<sup>2</sup> Refer to [https://www.gov.UK/government/uploads/system/uploads/attachment\\_data/file/343147/16 to 19 study programmes departmental advice.pdf](https://www.gov.UK/government/uploads/system/uploads/attachment_data/file/343147/16_to_19_study_programmes_departmental_advice.pdf)

<sup>3</sup> Refer to [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/180504/DFE-00031-2011.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/180504/DFE-00031-2011.pdf); and [http://libserver.cedefop.europa.eu/vetelib/eu/pub/cedefop/vetreport/2009\\_CR\\_UK.pdf](http://libserver.cedefop.europa.eu/vetelib/eu/pub/cedefop/vetreport/2009_CR_UK.pdf)

<sup>4</sup> Refer to: <http://www.ednet.ns.ca/skilledtrades/>

<sup>5</sup> Refer to: <http://www.nsc.ca/>

<sup>6</sup> Refer to: <http://www.ednet.ns.ca/O2/>

<sup>7</sup> Refer to: [http://www.ednet.ns.ca/files/businessplan/Statement\\_of\\_Mandate\\_2013-2014.pdf](http://www.ednet.ns.ca/files/businessplan/Statement_of_Mandate_2013-2014.pdf)

**WORLD BANK OECS PROJECT - SUMMARY OF PLANNED AND ACTUAL PROJECT COSTS (\$'000)**

Item	CDB		Development Partners		Participating Governments		Total			
	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Variance <sup>3/</sup>	
									Amount	%
Land Acquisition	0	0	0	0	0	0	0	0	0	0
Civil Works	0	0	5,700	5,472	720	3,129	6,420	8,601	2,181	34
Equipment, furniture & fixtures	2,800	2,800	0	356	0	0	2,800	3,156	356	13
Technical assistance	0	0	2,000	2,153	0	0	2,000	2,153	153	8
Staff recruitment & training	0	0	800	816	0	0	800	816	16	2
Project Management	0	0	0	0	980	1,230	980	1,230	250	26
Design/Engineering Services	0	0	0	0	0	0	0		0	0
<b>Total Base Cost</b>	<b>2,800</b>	<b>2,800</b>	<b>8,500</b>	<b>8,797</b>	<b>1,700</b>	<b>1,230</b>	<b>13,000</b>	<b>15,956</b>	<b>2,956</b>	<b>23</b>
Physical Contingencies	0	0	0	0	0	0	0	0	0	0
Price Contingencies	0	0	0	0	0	0	0	0	0	0
Financing Charges	0	0	0	0	0	0	0	0	0	0
<b>TOTAL COST</b>	<b>2,800</b>	<b>2,800</b>	<b>8,500</b>	<b>8,797</b>	<b>1,700</b>	<b>4,359</b>	<b>13,000</b>	<b>15,956</b>	<b>2,956</b>	<b>23</b>

<sup>1/</sup> CDB Project Completion Report, October 2012

<sup>2/</sup> WB ICR April 1995.

<sup>3/</sup> Variance Amount = Actual –Planned. ·% = Variance Amount/Total Planned



**BASIC EDUCATION (SECOND LOAN) - ST. LUCIA**

**SUMMARY OF PLANNED AND ACTUAL PROJECT COSTS (XCD'000)**

Item	CDB		GOSL		Total			
	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Variance <sup>3/</sup>	
							Amount	%
Land Acquisition	0	0	1,925	2,997	1,925	2,997	1,072	56
Civil Works	13,631	16,595	774	1,438	14,405	18,033	3,628	25
Equipment, furniture & fixtures	0	0	90	908	90	908	818	909
Technical Assistance	0	0	0	0	0	0	0	0
Staff recruitment & training	0	0	0	0	0	0	0	0
Project Management	0	0	1,175	437	1,175	437	(738)	(63)
Design/Engineering Services	0	0	720	1,499	720	1,499	779	108
Project Preparation Facility	0	0	111	127	111	127	16	14
<b>Total Base Cost</b>	<b>13,631</b>	<b>16,595</b>	<b>4,794</b>	<b>7,406</b>	<b>18,426</b>	<b>24,001</b>	<b>5,575</b>	<b>30</b>
Physical Contingencies	2,045	0	414	0	2,459	0	(2,459)	(100)
Price Contingencies	918	0	186	0	1,104	0	(1,104)	(100)
Financing charges	593	593	0	0	593	593	0	0
Commitment Fee	57	57	0	0	57	57	0	0
<b>TOTAL COST</b>	<b>17,245</b>	<b>17,245</b>	<b>5,394</b>	<b>7,406</b>	<b>22,639</b>	<b>24,651</b>	<b>2,012</b>	<b>9</b>
<b>USD EQUIVALENT</b>	<b>6,390</b>	<b>6,390</b>	<b>1,998</b>	<b>2,740</b>	<b>8,388</b>	<b>9,130</b>	<b>742</b>	<b>9</b>

<sup>1/</sup> Appraisal Document

<sup>2/</sup> Evaluation Report Basic Education 2<sup>nd</sup> Loan, St. Lucia: Table 3.5, Page 31

<sup>3/</sup> Variance Amount = Actual –Planned. · % = Variance Amount/Total Planned

**ENHANCEMENT OF TVET - BELIZE**

**SUMMARY OF PLANNED AND ACTUAL PROJECT COSTS (BZ\$'000)**

Item	CDB		GOBZ		Total			
	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Variance <sup>3/</sup>	
							Amount	%
Land Acquisition	0	0	1,127	1,317	1,127	1,317	190	17
Construction of CETs	14,705	22,319	800	4,998	15,505	27,317	11,812	76
Equipment, furniture and fixtures	7,122	7,123	3,533	976	10,655	8,099	(2,556)	(24)
Technical assistance	665	765	8	2,941	673	3,706	3,033	451
Staff recruitment and training	100	0	582	0	682	0	(682)	(100)
Project management	0	0	1,179	4,200	1,179	4,200	3,021	256
Design/engineering services	1,080	1,095	867	1,090	1,947	2,185	238	12
<b>Total Base Cost</b>	<b>23,672</b>	<b>31,302</b>	<b>8,096</b>	<b>15,522</b>	<b>31,768</b>	<b>46,824</b>	<b>15,056</b>	<b>47</b>
Physical contingencies	4,620	0	1,619	0	6,239	0	(6,239)	(100)
Price contingencies	2,112	0	445	0	2,557	0	(2,557)	(100)
Financing charges	1,721	825	0	0	1,721	825	(896)	(52)
<b>TOTAL COST</b>	<b>32,125</b>	<b>32,127</b>	<b>10,160</b>	<b>15,522</b>	<b>42,285</b>	<b>47,649</b>	<b>5,364</b>	<b>13</b>
<b>USD EQUIVALENT</b>	<b>16,062</b>	<b>16,062</b>	<b>5,080</b>	<b>7,761</b>	<b>21,142</b>	<b>23,823</b>	<b>2,681</b>	<b>13</b>

<sup>1/</sup> Appraisal Report

<sup>2/</sup> CDB Project Completion Report, October 2012

<sup>3/</sup> Variance Amount = Actual –Planned. · % = Variance Amount/Total Planned

**UTECH ENHANCEMENT PROJECT - JAMAICA**

**SUMMARY OF PLANNED AND ACTUAL PROJECT COSTS**

**AS AT JANUARY 01, 2014 (\$'000)**

Item	CDB		GOJ		Total			
	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Variance <sup>3/</sup>	
							Amount	%
Building and Civil Works	15,374	1,700	8,742	3,158	24,116	4,859	(19,258)	(80)
Furniture and Equipment	1,610	0	604	0	2,214	0	(2,214)	(100)
Institutional Strengthening	935	1,267	2,300	1,815	3,235	3,082	(153)	(5)
Construction Supervision	0	0	1,213	325	1,213	325	(888)	(73)
Project Management	0	0	1,049	1,216	1,049	1,216	167	16
Preparation Assistance	980	875	0	0	980	875	(105)	(11)
<b>Total Base Cost</b>	<b>18,899</b>	<b>3,842</b>	<b>13,908</b>	<b>6,514</b>	<b>32,807</b>	<b>10,356</b>	<b>(22,451)</b>	<b>(68)</b>
Physical Contingencies	1,792	0	1,158	0	2,950	0	(2,950)	(100)
Price Contingencies	2,997	0	1,714	0	4,711	0	(4,711)	(100)
Interest/Commitment Fee	2,180	1,192	0	0	2,180	1,192	(988)	(45)
<b>TOTAL COST</b>	<b>25,868</b>	<b>5,034</b>	<b>16,780</b>	<b>6,514</b>	<b>42,648</b>	<b>11,548</b>	<b>(31,100)</b>	<b>(73)</b>

<sup>1/</sup> Appraisal Report

<sup>2/</sup> Quarterly Report on Investment Cost, 2014

<sup>3/</sup> Variance Amount = Actual –Planned. ·% = Variance Amount/Total Planned

Note: Specific breakdown between CDB and GOJ actual expenditures for civil works and institutional strengthening are estimates

**ENHANCEMENT OF TVET - GUYANA**

**SUMMARY OF PLANNED AND ACTUAL PROJECT COSTS**  
**AS AT DECEMBER 31, 2014 (\$'000)**

Item	CDB		GOGY		Total			
	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Planned 1/	Actual 2/	Variance <sup>3/</sup>	
							Amount	%
Land Acquisition	0	0	444	410	444	410	(34)	(8)
Civil Works	3,976	4,003	697	453	4,673	4,456	(217)	(5)
Tools, Equipment & learning materials	2,852	2,852	0	0	2,852	2,852	0	0
Furniture and fixtures	217	213	0	0	217	213	(4)	(2)
Institutional Strengthening	231	196	63	63	294	259	(35)	(12)
Training	92	89	0	0	92	89	(3)	(3)
Project Management	0	0	250	531	250	531	281	112
Design/Engineering Services	0	0	370	370	370	370	0	0
<b>Total Base Cost</b>	<b>7,368</b>	<b>7,353</b>	<b>1,824</b>	<b>1,827</b>	<b>9,192</b>	<b>9,180</b>	<b>(12)</b>	<b>(.1)</b>
Physical Contingencies	0	0	173	0	173	0	(173)	(100)
Price Contingencies	0	0	125	0	125	0	(125)	(100)
Financing Charges	132	0	0	0	132	0	(132)	(100)
Commitment Fee	0	0	0	0	0	0	0	0
<b>TOTAL COST (USD)</b>	<b>7,500</b>	<b>7,353</b>	<b>2,122</b>	<b>1,827</b>	<b>9,622</b>	<b>9,180</b>	<b>(442)</b>	<b>(4)</b>

<sup>1/</sup> Appraisal Report

<sup>2/</sup> Quarterly Report on Investment Cost, 2014

<sup>3/</sup> Variance Amount = Actual –Planned. · % = Variance Amount/Total Planned

**EDUCATION ENHANCEMENT PROJECT - DOMINICA**

**SUMMARY OF PLANNED AND ACTUAL PROJECT COSTS**

**AS AT JUNE 30, 2014 (XCD'000)**

Item	CDB		GOCD		Total			
	Planned <sup>1/</sup>	Actual <sup>2/</sup>	Planned <sup>1/</sup>	Actual <sup>2/</sup>	Planned <sup>1/</sup>	Actual <sup>2/</sup>	Variance <sup>3/</sup>	
							Amount	%
Furniture, Tools & Equipment	2,706	3,379	0	0	2,706	3,379	673	25
Learning Materials	638	196	0	0	638	196	(442)	(69)
Minor Works	0	0	405	414	405	414	9	2
Maintenance Policy & Plan	98	98	11	10	109	108	(1)	(1)
Curriculum	1,209	246	258	361	1,467	607	(860)	(59)
Training	4,251	3,144	0	0	4,251	3,144	(1,107)	(26)
Design & Supervision	0	0	41	0	41	0	(41)	(100)
Project Management	0	0	265	0	265	0	(265)	(100)
<b>Total Base Cost</b>	<b>8,902</b>	<b>7,063</b>	<b>980</b>	<b>785</b>	<b>9,882</b>	<b>7,848</b>	<b>(2,034)</b>	<b>(21)</b>
Physical Contingencies	890	0	118	0	1,008	0	(1,008)	(100)
Price Contingencies	554	0	37	0	591	0	(591)	(100)
Interest/Commitment Fee	452	0	0	0	452	0	(452)	(100)
<b>TOTAL COST (XCD'000)</b>	<b>10,798</b>	<b>7,063</b>	<b>1,135</b>	<b>785</b>	<b>11,933</b>	<b>7,848</b>	<b>(4,085)</b>	<b>(34)</b>
<b>USD Equivalent</b>	<b>4,000</b>	<b>2,616</b>	<b>420</b>	<b>291</b>	<b>4,420</b>	<b>2,907</b>	<b>(1,513)</b>	<b>(34)</b>

<sup>1/</sup> Appraisal Report

<sup>2/</sup> Quarterly Report on Investment Cost, June 30, 2014 (Exchange Rate: USD1.00 = XCD2.70).

<sup>3/</sup> Variance Amount = Actual –Planned. % = Variance Amount/Total Planned

**TVET - ST. VINCENT AND THE GRENADINES<sup>1</sup>**

**SUMMARY OF PLANNED AND ACTUAL PROJECT COSTS**  
**AS AT SEPTEMBER 30, 2014 (XCD'000)**

Item	CDB		GOSVG		Total			
	Planned <sup>1/</sup>	Actual <sup>2/</sup>	Planned <sup>1/</sup>	Actual <sup>2/</sup>	Planned <sup>1/</sup>	Actual <sup>2/</sup>	Variance <sup>3/</sup>	
							Amount	%
Strengthening of Institutional Framework	844	77	509	0	1,353	77	(1,276)	(94)
Civil Works	2,893	0	362	0	3,255	0	(3,255)	(100)
Furniture, Equipment & Curriculum Support	3,740	0		0	3,740	0	(3,740)	(100)
Capacity-building	1,946	630	165	0	2,111	630	(1,481)	(30)
Increased Access to TVET for Youth & Adults at risk	404	0	457	0	861	0	(861)	(100)
Prior Learning Assessment	135	0	20	0	155	0	(155)	(100)
Project Management	0	0	1,728	244	1,728	244	(1,484)	(86)
Design/Engineering Services	444	0	16	0	460	0	(460)	(100)
<b>Total Base Cost</b>	<b>10,406</b>	<b>707</b>	<b>3,257</b>	<b>244</b>	<b>13,663</b>	<b>951</b>	<b>(12,712)</b>	<b>(93)</b>
Physical Contingencies	1,273	0	377	0	1,650	0	(1,650)	(100)
Price Contingencies	873	0	285	0	1,158	0	(1,158)	(100)
Financing Charges	948	0	0	0	948	0	(948)	(100)
<b>TOTAL PROJECT COST</b>	<b>13,500</b>	<b>707</b>	<b>3,919</b>	<b>244</b>	<b>17,419</b>	<b>951</b>	<b>(16,468)</b>	<b>(95)</b>
<b>TOTAL COST (USD)</b>	<b>5,000</b>	<b>262</b>	<b>1,452</b>	<b>90</b>	<b>6,452</b>	<b>352</b>	<b>(6,100)</b>	<b>(95)</b>

<sup>1/</sup> Appraisal Report

<sup>2/</sup> Quarterly Report on Investment Cost, 2014

<sup>3/</sup> Variance Amount = Actual –Planned. ·% = Variance Amount/Total Planned

<sup>1</sup> Project Implementation commenced in 2012 and is ongoing.

**ENHANCEMENT OF TVET - BELIZE – SITE VISIT DETAILS**

**Building of Centres of Excellence**

1. The locations for the CET's were suitable in that the choice attempted to distribute educational opportunity across the country and thereby reduce poverty. This objective was compromised by challenges associated with the availability and affordability of appropriate land. The name CET was subsequently changed to ITVET.
2. Two ITVETs, Stann Creek and Toledo, are not as accessible as expected. Many students and staff have to travel by public transportation from distances as far as 25 miles. This not only places the burden of travel on students wishing to attend but also precludes effective use of the facilities for evening programmes that might serve the community. However, 75% of employers surveyed believed that the programmes are in accessible locations.
3. The design of ITVETs was patterned after a Mexican model for vocational training. The stricter Belizean standards for these building designs coupled with a difference in the units of measurement, resulted in delays associated with re-design. The design was informed entirely by the MOE with little or no input from industry, teaching faculty, TVET Council or community. Interviews and the appraisal document indicated that the totality of programmes were pre-determined. However, observations of the facilities revealed that the movement from traditional vocational pedagogy to competency-based andragogy was not taken into consideration and incorporated into classroom design. This deficiency resulted in the need for several modifications of the space after the project was well underway. Figure 1 shows where mezzanine floors were constructed at the Orange Walk ITVET because there was insufficient floor space to accommodate both practical and theoretical learning.

**FIGURE 1: EXTENDING CLASSROOM SPACE AT ORANGE WALK**



4. Figure 2 shows other issues that arose from the designs such as walls that didn't extend to the roof of the structure. This gap between the walls and roof allowed dust and noise pollution to pass over the walls into adjacent teaching spaces. At the other ITVETs combinations of noisy compressors and wood working equipment presented inhospitable environments for such things as cosmetology, drafting or food preparation. To overcome this problem, the other ITVETs modified their space by ensuring that theory learning occurred in locations away from practical instruction areas.

**FIGURE 2: INAPPROPRIATE CLASSROOM STRUCTURE**



**Curriculum Development**

5. The monitoring and evaluation of curriculum development was not included in the project design. The PCR and interviews confirmed that pedagogical development was incomplete at the end of the Project due to insufficient funds being available for the professional development of teachers, and the inability to fully develop curriculum with industrial attachments.

6. Both the PCR and the evaluation relied on anecdotal evidence as baseline data was not collected at the outset of the project. A TVET Council exists, and from discussions with the Council, it appears to provide an advisory role. ETES is undertaking collection of regular and systematic labour market information which should inform programme offerings and reduce the data gaps relating to skilled workers being graduated.

7. The system of competency-based feedback used by ITVETs for graduate work placement is being regularly reviewed and updated as indicated by employers interviewed/surveyed. ETES offers a flexible application/justification protocol for ITVETs proposing programme changes to include new programmes and/or discontinue others, and this would provide some degree of responsiveness to work place labour demands.



8. Currently, ITVETs are attempting to offer a range of educational opportunities; including the provision of high school articulation programmes that provide opportunities for secondary students to “attend” ITVETs once a week and use the technical equipment. ITVETs have been given the necessary flexibility by the ETES to modify curricular offerings to attract new students. However, there are reservations on whether TVET offerings are supplying the country with the qualified talent that is needed. Survey results indicated that 33% agreed that the ITVET programme offerings are relevant while 28% did not.

9. In addition to more focussed recruitment activities, some institutes are providing local high schools with one day-a-week exposure to TVET classrooms/equipment. There were a large number of pre-vocational programme students from primary schools at some of the institutes visited. Figure 3 shows high school students visiting a work shop at the Orange Walk TI. When interviewed, it was clear that a high proportion of these students actually stay on to enter TVET streams. This appears to be an effective promotional/retention strategy.

10. In other institutes, the evening programmes extended to the community were gaining popularity. ITVET managers were very conscious of maintaining relevant and responsive curriculum for this cohort. The Orange Walk Institute developed a programming cluster strategy called “*Tracks*” where three compatible areas are combined into a study option - carpentry, electrical, air conditioning – offering three certificates over three years of competency-based education. At present, Orange Walk offers about 10 different *Track* options. In another effort to respond to market demands, Stann Creek ITVET offers a short certificate course in cosmetology over 6 months that teaches commercial skills.

**FIGURE 3: TRACKS CLASS AT ORANGE WALK INSTITUTE**



11. The ITVETs use placement officers to collect important information from employers about programme relevance. Immediately before graduation, each student is provided with a work placement of 4-6 weeks in a partnering industry. Institutes currently have extensive feedback and supervisory forms that use Likert Scales<sup>1</sup> to evaluate clearly delineated work place skills. Evaluators received strong feedback that ITVETs are able to place all of their students in work placements. This responsiveness reflects the willingness of local industry to participate in on-the-job training. One ITVET reported that about 80% of the graduates were employed after programme completion. This achievement was not verifiable due to the lack of tracer studies completed and the unavailability of alternative supporting data. Nevertheless, if this in claim is accurate, then the bridging of education to work place through such placements has been successful.

12. Given the need for skilled workers, the quality of graduates of the TVET programmes was of immediate interest. Employers have been very receptive to the acceptance of students in the workplace. Overall it was felt that a 4-6 week placement was perhaps too short to engage students in greater workplace responsibility. Employers stated that although the skills set that students bring to the work place is appropriate, most students are at Level 1 at the TIs; and that students with higher levels of certification were preferable. Most employers said that significant on the job training was provided and found the students' attitude for learning to be excellent. Employers were unanimous that ITVET emphasis on professional workplace conduct and responsibility were key to successful student placement. Employer focus groups indicated that a demand driven system was only possible with industry input into TVET programmes. The TIs were commended for providing comprehensive supervision guides in the form of competency-based skill checklists. Employers also expected greater collaboration with the MOE with regard to employers' contribution to sustaining the TVET system.

---

<sup>1</sup> A Likert or "Summative" Scale is a psychometric or unidimensional scaling method commonly involved in research that employs questionnaires. It is the most widely used approach to scaling responses in survey. The *Likert Scale* is a popular format of questionnaire that is used in educational research, especially in the field of special education. It was invented by Rensis Likert, an educator and psychologist, who advocated an employee-centred organisation. The Likert scale can be four-point, five-point, six-point, and so on. The even-numbered scale usually forces a respondent to choose while the odd-numbered scale provides an option for indecision or neutrality.

**ENHANCEMENT OF TVET – GUYANA – SCHOOL REVOLUTIONS IMPLICATIONS**

**School Renovation Implications**

1. In order to meet the curriculum requirement and provide instructional space, the Lenora TI built a mezzanine level above the automotive laboratory area. However, this construction is highly unsafe and should be dismantled for the following reasons:

- (a) The construction of floor joists have used a notch method, which is appropriate for furniture design, but not appropriate for construction design involving loads. This will definitely fail with a load.
- (b) The construction of stairs involve ineffective stair stringers<sup>1</sup>, causing treads<sup>2</sup> to have too much overhang. One stair tread has already failed. There are not enough stringers to support treads. Stringers must be 15” on centre minimum. The stringers at present are over 36” on centre.
- (c) The construction involves a post in the centre of the lower level, which may contribute to maintain the load in the short term. However, there are no gussets or cross bracing. The post could easily be displaced by a vehicle in the automotive laboratory area below.
- (d) A tool room was constructed at the outer corners of the laboratory, effectively cutting off the safety lines of sight in the laboratory area.

---

<sup>1</sup> A long horizontal timber connecting upright posts. The stair stringers are essentially the backbone of a staircase.

<sup>2</sup> The tread, the horizontal part of the step that the user places the foot upon, forms the top of the step. The depth of the tread dictates how comfortably the user can walk up and down the stairs. The user should not have to adjust the gait to accommodate an inadequate tread depth. The International Residential Code (IRC) requires a minimum tread depth of 10 inches.

**PROFILE OF THE TVET EVALUATION CONSULTING TEAM**

<b>Team Member</b>	<b>Academic Qualification</b>	<b>Affiliation</b>	<b>Expertise</b>	<b>Task Assigned</b>
Paula Cook MacKinnon	BA, BBA, CA	MindBloom Consulting	Engagement Management Evaluation Specialist Financial and Economic Analysis Administration	Engagement Management & Staff Coordination Client Liaison Collection of background information and reports Lead evaluator – St. Vincent, Dominica and Jamaica Lead author – Effectiveness and Sustainability, Lessons Learned, Recommendations Report Generation
Kilah Binderup Hayden	BEd, MEd	Nova Scotia Department of Education	Technical and Vocational Education Leadership and Programme Development	Lead author – International Best Practice Lead evaluator – Guyana and St. Lucia Contributing author – Effectiveness and Sustainability, Lessons Learned, Recommendations
Gregory MacKinnon	BSc, PhD, BEd, MEd (Science and Technology Education)	Acadia University	Science and Technology Teacher Education, Technology Education Programme Development, Bachelor of Technology Programme and Curriculum Development Technology/Pedagogy Research	Second author – International Best Practice Lead Evaluator – Belize, Guyana and OECS Contributing author – Effectiveness and Sustainability, Lessons Learned, Recommendations
Neil Burgess	BSc, BEd, MEd,	MindBloom	Programme architecture Curriculum Development	Evaluator – St. Vincent and the Grenadines, OECS and Trinidad and Tobago Contributing author – Effectiveness and Sustainability, Lessons Learned, Recommendations
Paul Blackman	BA, Dip Ed, MDE	MindBloom	Programme Evaluation	Evaluator – St. Lucia, Barbados and Haiti Contributing author – Effectiveness and Sustainability, Lessons Learned, Recommendations