Document of
The World Bank

Report No: ICR00001070

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IBRD-71240 IDA-36610)

ON A

ADAPTABLE PROGRAM LOAN

IN THE AMOUNT OF US$12 MILLION

TO SAINT LUCIA

FOR A

OECS EDUCATION DEVELOPMENT PROGRAM

March 30, 2009

Human Development and Social Protection Management Unit
Caribbean Country Management Unit
Latin America and the Caribbean Regional Office

CURRENCY EQUIVALENTS

(Exchange Rate Effective February 25, 2009)

Currency Unit = East Caribbean Dollar
1.00 = US$ 0.37
US$ 1.00 = 2.68

FISCAL YEAR
April 1 – March 31

ABBREVIATIONS AND ACRONYMS

APL	Adaptable Program Loan
Bank	World Bank
BERP	St. Lucia Basic Education Reform Project
CAS	Country Assistance Strategy
CCSLC	Caribbean Certificate of Secondary Level Competence
CEE	Common Entrance Examination
CXC	Caribbean Examination Council
DfID	Department for International Development UK
EIA	Environmental Impact Assessment
EKMN	Education Knowledge Management Network
EMIS	Education Management Information System
ESDP	Education Sector Development Plan
FMR	Quarterly Financial Management Report
GER	Gross Enrolment Rates
IBRD	International Bank for Reconstruction and Development
ICR	Implementation Completion and Results Report
IDA	International Development Association
ISR	Implementation Status and Results Report
LA	Loan Agreement
LAC	Latin America and the Caribbean Region
LRC	Learning Resource Center
MOE	Ministry of Education,
MST	Minimum Standards Test
NGO	Non-Governmental Organization
NPV	Net Present Value
OECS	Organization of Eastern States
OEDP	OECS Education Development Program
OERU	OECS Education Reform Unit

PAC	Project Advisory Committee
PAD	Project Appraisal Document
PDO	Project Development Objectives
PMU	Project Management Unit
Project	St. Lucia OECS Education Development Program
PSC	Project Steering Committee
PSR	Project Status Report
QAG	Quality Assurance Group
QSA6	Quality of Supervision Assessment
SBA	School-Based Assessment
SDP	School Development Plan
SIP	School Improvement Project
SSSU	Student Support Service Unit
USE	Universal Secondary Education

Vice President:	Pamela Cox
Country Director:	Yvonne M. Tsikata
Sector Manager:	Chingboon Lee
Project Team Leader:	Harriet Nannyonjo
ICR Team Leader:	Harriet Nannyonjo

ST LUCIA
OECS EDUCATION DEVELOPMENT PROGRAM

CONTENTS

A. Basic Information			
Country:	St. Lucia	Project Name:	ST. LUCIA Education Development Project
Project ID:	P077712	L/C/TF Number(s):	IBRD-71240,IDA-36610
ICR Date:	03/31/2009	ICR Type:	Core ICR
Lending Instrument:	APL	Borrower:	GOVERNMENT OF ST. LUCIA
Original Total Commitment:	USD 12.0M	Disbursed Amount:	USD 13.0M
Environmental Category: B			
Implementing Agencies: Ministry of Education and Culture			
Cofinanciers and Other External Partners: Department for International Development UK (DFID)			

B. Key Dates				
Process	**Date**	**Process**	**Original Date**	**Revised / Actual Date(s)**
Concept Review:	10/16/2001	Effectiveness:		01/31/2003
Appraisal:	04/02/2002	Restructuring(s):		
Approval:	06/13/2002	Mid-term Review:	10/25/2005	10/11/2005
		Closing:	09/30/2008	09/30/2008

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Satisfactory
Risk to Development Outcome:	Moderate
Bank Performance:	Moderately Satisfactory
Borrower Performance:	Moderately Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	**Ratings**	**Borrower**	**Ratings**
Quality at Entry:	Satisfactory	Government:	Moderately Satisfactory
Quality of Supervision:	Moderately Satisfactory	Implementing Agency/Agencies:	Satisfactory
Overall Bank Performance:	Moderately Satisfactory	**Overall Borrower Performance:**	Moderately Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	**Indicators**	**QAG Assessments (if any)**	**Rating**
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	Moderately Satisfactory
DO rating before Closing/Inactive status:	Satisfactory		

D. Sector and Theme Codes

	Original	Actual
Sector Code (as % of total Bank financing)		
Central government administration	5	2
Primary education		5
Secondary education	85	88
Tertiary education	10	5
Theme Code (Primary/Secondary)		
Education for all	Primary	Primary
Education for the knowledge economy	Primary	Primary
Participation and civic engagement	Primary	Primary
Social analysis and monitoring	Secondary	Secondary

E. Bank Staff

Positions	At ICR	At Approval
Vice President:	Pamela Cox	David de Ferranti
Country Director:	Yvonne M. Tsikata	Orsalia Kalantzopolous
Sector Manager:	Chingboon Lee	William Experton
Project Team Leader:	Harriet Nannyonjo	Cynthia Hobbs
ICR Team Leader:	Harriet Nannyonjo	
ICR Primary Author:	Nazumi Takeda	

F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document**)**
The overall program objective is to build human capital in the OECS which, in turn, will contribute to the diversification of their economy and more sustainable growth. This objective will be achieved by: (i) increasing equitable access to secondary education; (ii)

improving the quality and efficiency of secondary education, and (iii) strengthening the institutional capacity of the educational sector.

Revised Project Development Objectives (as approved by original approving authority)
N/A

(a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Net enrollment rate in secondary education increased			
Value quantitative or Qualitative)	64%	77%		76%
Date achieved	07/31/2001	07/31/2007		07/31/2007
Comments (incl. % achievement)				
Indicator 2 :	Transition rate to secondary education			
Value quantitative or Qualitative)	54%	82%		88%
Date achieved	07/31/2001	07/31/2007		07/31/2007
Comments (incl. % achievement)				
Indicator 3 :	Gross completion rate in Form 5			
Value quantitative or Qualitative)	72%	85%		97%
Date achieved	07/31/2001	07/31/2007		07/31/2007
Comments (incl. % achievement)				
Indicator 4 :	Proportion of students passing at least 5 CXC, including English and Math, increased.			
Value quantitative or Qualitative)	27%	40%		36.5%
Date achieved	07/31/2000	07/31/2007		07/31/2007
Comments (incl. % achievement)				
Indicator 5 :	Proportion of non-salary recurrent expenditure out of total recurrent expenditure			
Value quantitative or	13%	16%		14.6%

Qualitative)				
Date achieved	07/31/2000	07/31/2007		07/31/2007
Comments (incl. % achievement)				
Indicator 6 :	Pupil-teacher ratio			
Value quantitative or Qualitative)	19:1	20:1		17:1
Date achieved	07/31/2001	07/31/2007		07/31/2007
Comments (incl. % achievement)				
Indicator 7 :	Gross enrollment rates (GER) in the two new schools# catchment areas			
Value quantitative or Qualitative)	35%(Gros Islet); 0%(Anse La Raye)	60%(Gros Islet); 70%(Anse La Raye)		68%(Gros Islet); 53% (Anse La Raye)
Date achieved	07/31/2001	07/31/2007		07/31/2007
Comments (incl. % achievement)				
Indicator 8 :	Ratio between the proportion of graduate teachers in the poorest and richest 20% schools			
Value quantitative or Qualitative)	55%	85%		65%
Date achieved	07/31/2000	07/31/2007		07/31/2007
Comments (incl. % achievement)				

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Two new schools constructed.			
Value (quantitative or Qualitative)	0	2		2
Date achieved	01/31/2003	12/31/2006		09/30/2008
Comments (incl. % achievement)				
Indicator 2 :	Curriculum improved for Form 1-3.			
Value (quantitative	Old curriculum in use.	Enhanced curricula in place		Enhanced curricula partially in use.

or Qualitative)		and in use.		
Date achieved	01/31/2003	12/31/2003		09/30/2008
Comments (incl. % achievement)				
Indicator 3 :	Teachers trained in priority subject areas.			
Value (quantitative or Qualitative)	Teachers untrained in priority subject areas.	540 teachers trained in core curriculum.		No teacher training in core curriculum provided.
Date achieved	01/31/2003	12/31/2003		09/30/2008
Comments (incl. % achievement)	Teachers received orientations on new draft curriculum.			
Indicator 4 :	Continuous assessment strategies designed and adopted.			
Value (quantitative or Qualitative)	No continuous assessment strategies in place.	Alternative assessment strategies in place and operational.		Alternative assessment strategies for primary school piloted.
Date achieved	01/31/2003	12/31/2004		09/30/2008
Comments (incl. % achievement)				
Indicator 5 :	Resource Learning Centers established.			
Value (quantitative or Qualitative)	0	8		11
Date achieved	01/31/2003	12/31/2004		09/30/2008
Comments (incl. % achievement)				
Indicator 6 :	Student support services expanded.			
Value (quantitative or Qualitative)	No adequate student support services in place.	68 staff trained in school social work, guidance and counseling, special education; 8 counselors and social workers trained.		40 teachers trained in special education; 25 teachers trained in guidance and counseling.
Date achieved	01/31/2003	12/31/2006		09/30/2008
Comments (incl. % achievement)				
Indicator 7 :	Literacy and Numeracy program established.			
Value (quantitative or Qualitative)	No literacy and numeracy enhancement in place.	Programs established in schools.		Programs partially implemented.

Date achieved	01/31/2003	12/31/2003		09/30/2008
Comments (incl. % achievement)				
Indicator 8 :	School-based improvement project (SIPs) implemented.			
Value (quantitative or Qualitative)	No SIPs in place.	SIPs designed and operating in all secondary schools.		23 out of a total of 24 public secondary schools undertook at least one SIP.
Date achieved	01/31/2003	12/31/2003		09/30/2008
Comments (incl. % achievement)				
Indicator 9 :	Education Management Information System (EMIS) established.			
Value (quantitative or Qualitative)	No EMIS in place.	Improved EMIS established and functioning.		EMIS installed in all secondary schools.
Date achieved	01/31/2003	12/31/2003		09/30/2008
Comments (incl. % achievement)				
Indicator 10 :	District Offices strengthened.			
Value (quantitative or Qualitative)	District Officers untrained.	8 District Officers trained in secondary school management.		8 District Officers trained in secondary school management.
Date achieved	01/31/2003	12/31/2003		09/30/2008
Comments (incl. % achievement)				

G. Ratings of Project Performance in ISRs

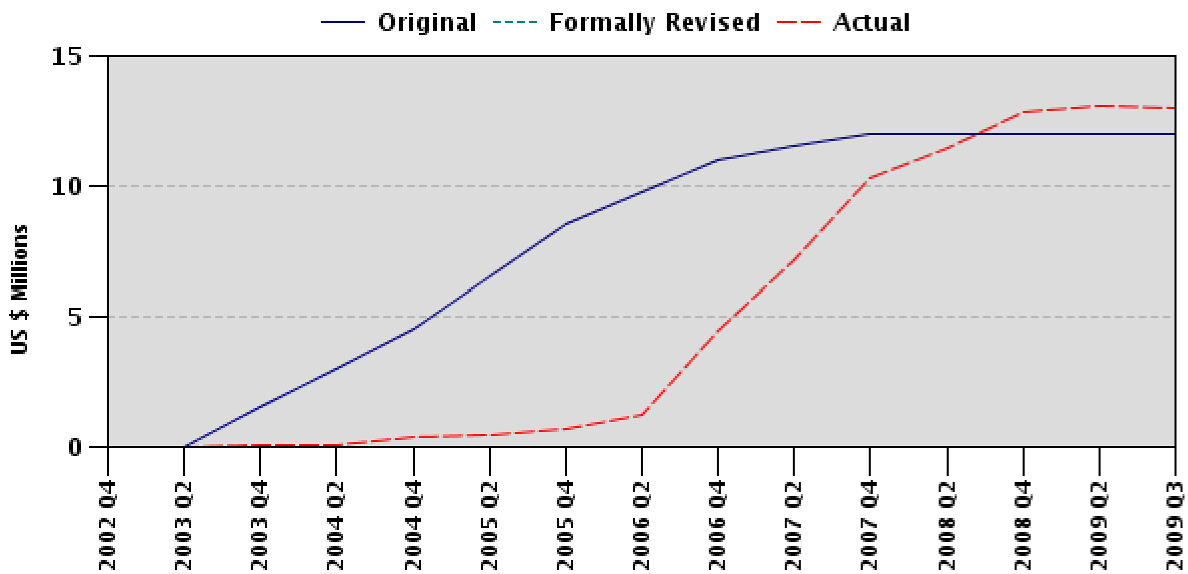
No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	10/04/2002	Satisfactory	Satisfactory	0.00
2	02/12/2003	Satisfactory	Satisfactory	0.06
3	07/30/2003	Satisfactory	Satisfactory	0.09
4	02/25/2004	Satisfactory	Satisfactory	0.09
5	06/03/2004	Satisfactory	Unsatisfactory	0.36
6	11/04/2004	Satisfactory	Unsatisfactory	0.44
7	04/24/2005	Moderately Unsatisfactory	Moderately Unsatisfactory	0.64
8	12/27/2005	Moderately Satisfactory	Moderately Satisfactory	1.19
9	06/21/2006	Moderately Satisfactory	Moderately Satisfactory	4.11
10	11/10/2006	Moderately Satisfactory	Moderately Satisfactory	6.43

11	05/15/2007	Moderately Satisfactory	Satisfactory	9.80
12	12/17/2007	Satisfactory	Satisfactory	11.42
13	06/30/2008	Satisfactory	Satisfactory	12.81
14	12/24/2008	Moderately Satisfactory	Moderately Satisfactory	13.02

H. Restructuring (if any)

Not Applicable

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

St. Lucia and other island states of the Organization of Eastern States (OECS) have been emphasizing economic diversification and human capital development as a means of coping with economic and social vulnerability, and promoting sustainable growth. As a key element to achieve these goals, Governments put education reform at the center of their development strategy. OECS education strategies emphasized the need to produce an internationally competitive labor force through equitable and effective education systems, particularly at the secondary and tertiary levels.

At the time of appraisal, the OECS had been facing considerable educational challenges. First, ***access*** to secondary education was highly unequal based on income level. In St. Lucia, 46 percent of students from the 1st quintile were enrolled in secondary education, while 79 percent of students from the 5th quintile were enrolled. Schools were concentrated in urban areas, which limited availability to many poor rural families. Second, ***quality*** of secondary education was poor as evidenced by very low student achievement levels on CXC exams.[1] In St. Lucia, only 27 percent passed five subject exams including English and Math in 2000. The major factors contributing to low achievement included: imbalanced and irrelevant curricula; low teacher qualifications and ineffective teaching/learning process; insufficient and low quality instructional materials and educational equipment to support student-centered learning approaches; lack of continuous student assessment and effective supervision mechanisms; and a school environment that discouraged involvement of the whole school community. Finally, ***management*** of the sector and governance of schools was weak. There was no quality information system to support effective supervision and decision-making at the center, district and school levels. The school-level governance was also weak and parent involvement was limited. Furthermore, capacity of the sector in budget management and planning was low.

The OECS Education Development Program (OEDP) was proposed as an APL to provide phased support to the long-term education plans in the OECS countries. The overall objective of the Program was to build human capital in the sub-region, which in turn would contribute to the diversification of their economies and more sustainable growth. The objectives were to be achieved by: increasing access to secondary education; improving quality of the teaching and learning process with more direct interventions at the school level and a focus on student-centered learning; and strengthening management of the education sector and governance of schools. The Program was launched as a joint initiative involving the World Bank, the United Kingdom's Department for International Development (DfID), and the Governments of OECS countries.

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[1] The CXC (Caribbean Examination Council) provides the exams to the students in English-speaking countries at the end of the secondary education cycle.

The program was consistent with the OECS Country Assistance Strategy (CAS) for FY02-06 (2001). The CAS confirmed the priorities of the regional education reform strategy and favored a sub-regional approach to encourage cost effectiveness and sub-regional integration while meeting the particular needs of each country. The proposed program was designed as a "horizontal" APL, in which the instrument would apply sequentially across countries in the sub-region to allow countries to join the program when they were ready (see Table 1).[2]

Table 1. OEDP 'Horizontal' APL

APL	Original Closing Date	Borrower
APL 1	September 30, 2008	St. Lucia, St. Kitts and Nevis
APL 2	June 30, 2009	Grenada
APL 3	December 30, 2009	Dominica, St.Vincent and the Grenadines

St Lucia was one of two countries that joined the first phase of OEDP. The Government of St. Lucia adopted its five-year education sector strategy "Education Sector Development Plan (ESDP) – 2000 to 2005 and Beyond" in 2000. The OEDP in St. Lucia (the Project)[3] aimed at providing support to secondary education objectives defined in this sector plan.

The Bank had a standing commitment to provide financial and technical assistance to the Caribbean region and an ongoing relationship with the Ministries of Education. A collaborative approach had yielded increased cooperation between the Bank and the countries, and among countries. The Bank had participated in the Caribbean Education Task Force in its quest to establish a regional strategy. It also had supported the Basic Education Reform Project in St Lucia (BERP) from 1997 to 2000.

1.2 Original Project Development Objectives (PDO) and Key Indicators (*as approved*)

The objectives of the Project were to: (i) increase **equitable access** to secondary education; (ii) improve the **quality** and **efficiency** of secondary education, and (iii) strengthen the **institutional capacity** of the education sector.[4]

As listed in the PAD, the Project's objectives were to be measured by the following key performance indicators and numeric targets:

Table 2. PDO Indicators and Targets for St. Lucia

[2] The criteria for participation in the program included the adoption by their Government of a long-term Education Development Plan.

[3] IBRD-7124-SLU/IDA-36610 (St Lucia is an IBRD/IDA blend country); Approval Date: June 13, 2002; Report No: 24159-LAC.

[4] Loan Agreement (7124-SLU)

Indicator	Year	
	2000/01 (baseline)	**2006/07**
Increase access to secondary education		
Transition rate to secondary education	69%	82%
Net enrollment rate at the secondary level	64%	77%
Improve the quality		
Gross completion rate in Form 5	72%	85%
Proportion of students passing at least 5 CXC exams (including Math and English)	27% (in 2000)	40%
Improve management and efficiency of the education system		
Proportion of non-salary recurrent expenditure out of total recurrent expenditure	13% (in 2000)	16%
Pupil-teacher ratio	19	20
Improve equity		
Gross enrollment rates (GER) in the two new schools' catchment areas	35% (Gros Islet) 0% (Anse La Raye)	60% (Gros Islet) 70% (Anse La Raye)
Ratio between the proportion of graduate teachers in the poorest and richest 20% schools	55% (in 2000)	85%

There was a list of output indicators under each of the Project's Components. These are elaborated in Annex 2: Outputs by Component.

1.3 Revised PDO (as approved by original approving authority) and Key Indicators, and reasons/justification

There were no formal revisions to the Project's Development Objective and key performance indicators during implementation.

1.4 Main Beneficiaries

The access component of the Project was designed to benefit especially the **secondary school-age children in under-served areas**. By constructing two new secondary schools, expanding the capacity of two schools, and upgrading and rehabilitating ten schools in these areas, the project expected to provide an additional 2,205 new secondary school places. **Less able learners** were targeted with specially designed support programs at the secondary level. The Project was designed to assist the Ministry to revamp its student support with particular focus on poor and at risk youth. Finally, the quality component of the Project was designed to benefit **all the secondary education students** in both urban and rural areas. The Project supported secondary curriculum reform, teacher training, and student assessment reform, which were expected to affect the entire system of secondary education.

The Project's secondary beneficiaries included the **primary school students** who were targeted with the Literacy and Numeracy program under the quality component. **Secondary and primary school teachers** were expected to benefit from various teacher support activities. Training activities were also designed to target **principals, heads of department of secondary schools, district education officers**, **school board members and selected parents.**

1.5 Original Components (*as approved*)

Component 1 – Increasing Equitable Access (US$13.77 million equivalent of total project cost)

This component was designed to increase equitable access to secondary education, with a particular focus on students from low-income backgrounds. The objective was to be achieved by enhancing physical capacity of schools through:

(i) constructing two new schools in under-served areas; and
(ii) expanding, upgrading and rehabilitating existing facilities at ten schools.

Component 2 – Improving the Quality of Teaching and Learning (US$3.63 million equivalent of total project cost)

This component aimed at improving quality to enhance the school teaching and learning environment, with more direct interventions at the school level and a focus on student-centered learning by:

(i) developing new curricula for lower secondary, teacher training, instructional supervision and assessment;
(ii) providing equipment and materials for learning resource centers and science laboratories in existing schools and furniture, equipment and materials for new and expanded schools;
(iii) organizing and providing support services to secondary school students, and designing and testing Literacy and Numeracy improvement programs at the primary and secondary levels; and
(iv) organizing and supporting school development planning and school-based improvement projects.

Component 3 – Improved Governance and Management in the Education System (US$0.87 million equivalent of total project cost)

This component was designed to strengthen the school-based management and increase efficiency in the education system by:

(i) establishing the Education Management Information System (EMIS) and providing training in its operation; and
(ii) improving supervision and support to schools through strengthening of district education offices, training of principals, promotion of parent participation and implementation of decentralized maintenance budgets.

Component 4 – Project Management (US$0.56 million equivalent of total project cost)

This component aimed at supporting and strengthening the operations of the Project Management Unit (PMU), which was to manage and coordinate the implementation of the Project. This included the provision of technical assistance, training and purchase of the necessary equipment.

1.6 Revised Components

None of the components were revised over the course of project implementation, although some modifications were made to the scope of activities as detailed in Annex 2.

1.7 Other significant changes

N/A

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

The Project's design reflected wide participation of stakeholders and collaboration among the Government and donors. The OEDP was designed in line with the Government's five-year Education Sector Plan, which had been developed just prior to project preparation through a highly participatory approach involving parents, teachers, and students throughout the country. In addition, the Bank, DfID, and the Government worked together in designing of the Project.

The Project was in line with the CAS and the national strategy. As explained in Section 1.1, the CAS for the OECS for the FY02-06 period prioritized economic diversification and human capacity building and emphasized the need for quality secondary education. The Project supported the development goals in the Government's five-year sector plan with a focus on secondary education, which defined strategies to achieve national, regional and international targets in education.

Lessons Learned from other projects were taken into account*.* The team looked at the performance of prior OECS projects, as well as the realities of the region, to select appropriate instruments, donor coordination and community participation. It also reviewed other education projects in Latin America for appropriate activities. For example, the School Improvement Project initiatives were carefully reviewed and adopted to St. Lucia as they had proved to be highly effective across Latin America. In addition, lessons from BERP were taken into account in the PMU's staffing plan, project preparation workshops, and civil works arrangements.

Thorough background assessments were conducted to better target low-income students. For example, the access component of the project was designed based on the results of a School Location Planning Study, which was conducted by the Ministry of Education to examine the distribution and utilization patterns of secondary schools, accessibility of the school network for the secondary school-age population, the disparities in educational conditions in the existing facilities, and the current and project demand vis-à-vis existing capacity. A social analysis was carried out to examine the underlying socio-cultural factors that influence access to and participation in education including the issues of dropout, underachievement, and the identification of specific youth issues in school (violence, drugs, early pregnancy, etc.). This provided the basis from which project strategies were developed to address key concerns of equity.

Components were highly ambitious and wide-ranging in scope. The Quality component, in particular, included a broad range of activities from curriculum reform, teacher education, assessment reform, school improvement projects, to various student support programs including literacy and numeracy, which could exceed the capacity of the Ministry's Management Team. The timeframe was also very ambitious in that a number of activities such as revised curriculum, teacher training, and EMIS were originally planned to be in place by 2003.

2.2 Implementation

Land Site Issues. School construction was delayed more than a year due to Government's decision to change the site location for one of the new schools. Based on experience from BERP, the project team ensured that Government had taken the necessary steps during the preparation phase, prior to negotiations, to settle the issues relevant to the proposed construction sites including school mapping, property titles, ownership, encumbrances, utilities, environmental impact and surveys. Despite the agreement, during loan negotiations, a political decision was made to change one of the sites after the Project became effective, which led to long delays and additional costs during implementation.

Stakeholder Engagement and Coordination. Although the project team conducted stakeholder consultations at the preparation stage and the Project Advisory Committee (PAC – comprising senior representatives of MOE and other line ministries) was appointed to provide systematic advice to PMU, the lack of engagement and coordination among staff from the Ministry of Education and other ministries still became an issue as explained in Section 5.2(a). The situation improved as the PAC was transformed into the Project Steering Committee, which was broader-based and convened more frequently; however, more involvement of key Ministry staff in the implementation at an early stage could have increased the positive impact on project outcomes through timely implementation of activities.

Change in Staff of the Ministry of Education. The Ministry underwent several major staff changes in senior positions during project implementation. The change in management and leadership hampered the MOE's ability to respond in an efficient and timely manner in the delivery of project activities.

PMU Staffing. As explained in Section 5.2(b), the Project benefited from the highly qualified PMU staff, while high turnover of the key staff created a significant challenge. The Bank provided additional support and training to the PMU, and monitored appointment of temporary replacements to sustain its capacity.

Sub-regional Approach. The OEDP adopted a horizontal APL to promote a sub-regional approach for knowledge sharing and economies of scale in hiring of consultants and resolution of common problems across the OECS. This brought some benefits and challenges. On the positive side, it promoted knowledge sharing among OECS countries through sub-regional workshops, training and knowledge exchange in technical and procurement issues. However, on the challenge side, knowledge was not shared as much as expected in some areas such as curriculum. The Education Knowledge Management Network (EKMN), an information sharing service that the Bank developed to support OEDP and passed to the OECS Education Reform Unit (OERU), was also found unsustainable without adequate staffing.

Another challenge was to find balance between country priorities/circumstances and a sub-regional approach. The flexibility to incorporate countries' own priorities and conditions, and the nature of the individual loan agreements, generated difficulties in coordination, and thus fewer economies of scale were possible in deploying technical assistance and in procuring common goods including the EMIS. Also, a common set of indicators for the OEDP helped to monitor the regional trend, while Gross Completion Rate indicator was less relevant to St. Lucia.

Teacher Training Sub-Component. The teacher training sub-component, which was funded by DfID, was dropped from the DfID logframe after its mid-term review in 2004 due to the slow progress and limited resources as explained in Annex 2. The decision was jointly made among MOE staff from OECS participating countries, Bank and DfID. The remaining resources were diverted towards various teacher support activities under other components, while the design and implementation of the new teacher education framework, which had been originally anticipated, was discontinued.

Local Training v.s. Overseas Training. A decision was made to train teachers in guidance and counseling locally instead of sending a few to overseas training. The number of trained teachers increased from 8 to 25, which greatly enhanced the impact on student support services.

External factors

Universal Secondary Education (USE). The Government made a major policy shift to USE during the Project, and the transition rates from primary to secondary education increased to nearly 90 percent in 2006. This key shift had a major positive impact on access, but negative consequences on quality. The influx of students into secondary schools with a wide range of academic abilities posed an additional challenge to the reform in areas such as curriculum and assessment to accommodate considerably varied needs of students, some of whom had developed very limited academic skills at the primary school level.

Introduction of Caribbean Certificate of Secondary Level Competence (CCSLC). The CXC introduced a new certificate along with syllabi for secondary school leavers in June 2007 to provide credentials to enable them to gain employment or post-secondary training opportunities.[5] The introduction of the CCSLC has created some confusion in

[5] In the past, a small percentage of students had been sitting for and passing the CXC exams and the rest (particularly lower achieving students) had left schools without any certification that proved the completion of secondary education. The CCSLC was developed in response to a need for a secondary level program, examinations, and a certificate which would meet the needs of students with a wider range of abilities

schools as it was implemented in parallel to the national curriculum reform but without a clear curriculum and assessment framework to guide the use of curricula. Teachers and principals noted confusion between the guidelines of the new CXC/CCSLC curriculum and the draft lower secondary curriculum as well as a mismatch between the current textbooks and the curricula.

Unexpected Increase in the Cost of Building Materials and Labor. The civil works under the Project were affected by a significant increase in the cost of materials and labor. As a result, the scope of rehabilitation of schools was reduced, and some adjustments were made to the original design of the new schools, including the size of classrooms and phasing of construction. The Government provided counterpart funds to fill the financing gap.

Hierarchical Culture. In the School-based Improvement Project (SIP) sub-component, the Project promoted student-centered governance of schools, which was a relatively new concept to the stakeholders in the country. Traditionally, St. Lucia has had a culture of top-down hierarchy from principals to teachers to students at the bottom. As a result, the implementation of the SIPs initially faced some challenges, whereby proposals were made mainly by principals and teachers, rather than students. Through persistent training and support from the PMU and the Bank team, however, the successful implementation of the SIPs raised the awareness of both the central Ministry of Education and the school levels, and the paradigm has somewhat changed.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

Design. Since 2000, the Ministry of Education has been monitoring the progress of the education sector and has published an Education Statistical Digest every year, which contains a wealth of data for all levels of education. Overall, the ICR team considers it appropriate that the Project utilized this existing data collection mechanism. The Project used the key objective indicators which were reviewed on a yearly basis by the Ministry, and thus, the baseline data and annual updates for all the key objective indicators were readily available.

However, selection of key PDO indicators and some of the links to the output indicators could have been clearer. While the outcome indicators selected to measure the access objective were considered appropriate and could reasonably be linked to Project activities, the indicators to measure quality and management objectives were not clearly linked to some of the activities, and adequate intermediate indicators were not defined to monitor progress. Accordingly, the ICR does not have any hard quantitative or qualitative evidence to ascertain if some of the Project activities had any impact or if they attained their expected goals.

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under the USE policy. It is designed to certify the knowledge, generic competencies, and attitudes and values that all secondary school leavers should have attained, as opposed to pure academic knowledge.

For the quality objective, the use of the results of the CXC exams was appropriate to measure the outcome. However, the results framework should have entailed appropriate intermediate indicators to measure interim changes due to the following reasons:

(a) *It takes a long time to see an impact on the test scores at the end of the secondary school cycle.* For example, a curriculum reform is a long-term proposition; it takes at least five years for the students who study only under the new lower secondary curriculum to sit for the CXC exam.

(b) *Some activities were implemented at the primary school level*. While initial focus of the project activities was mostly on secondary education, some activities were focused at primary in the course of the Project. For example, the majority of the teachers trained in special education under quality component were assigned to primary schools.[6] Assessment reform was implemented at Grades 2 and 4. Literacy and Numeracy programs were to be established at the primary level according to the PAD, although the actual activity covered secondary grades as well. While interventions at the primary level would ultimately affect outcomes at the secondary level, this would not be apparent during the life of the Project. In addition, the indicators should have been modified accordingly if there was any change in the activity focus.

(c) *The broad array of activities for quality improvement may not be measured only by final test scores.* Progress made in student support activities, for instance, was mainly measured by output indicators. However, their achievements were not clearly linked to outcome indicators, especially taking into account that the major target of the student support services was the students at risk and many of them do not sit for the CXC exams.

In addition, the use of the Gross Completion Rate of Form 5 (final year of secondary school) may not have been appropriate to measure the quality outcome since the secondary education system in St Lucia has a policy of automatic promotion. The repetition rates and dropout rates are relatively low[7] once students enter the schools, and thus Gross Completion Rates would not fully capture quality.[8]

For the management objective, the outcome indicators (proportion of non-salary recurrent expenditure, pupil-teacher ratio) were also not clearly linked to Project activities and

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[6] Out of the 40 teachers trained in special education, 4 were assigned to secondary schools and 25 were assigned to primary schools. (see Annex 2).

[7] The dropout rates at the secondary school in St Lucia have been staying at around 1-2 percent since 1998/99 (Education Statistical Digest, 2007).

[8] This is partly due to the use of a common set of indicators for the OEDP 'horizontal' APL (see Section 2.2). Gross Completion Rate had more relevance to other countries such as St. Kitts and Navis and Dominica.

output indicators. These indicators were defined to regulate the level of efficiency of the secondary education system as the access to secondary school expands, rather than built on the output indicators as described in Section 3.2.

Implementation and Utilization. The indicators were monitored on a yearly basis, while evaluation of the Project's progress has been mostly followed by the Bank/DfID missions. The ICR team found an issue of data accuracy with some inconsistencies in the published data, although it was not significant. The EMIS has been developed under the Project and is expected to provide more systematic data collection and utilization of the results once it becomes fully operational.

2.4 Safeguard and Fiduciary Compliance

Environmental Safeguard. The Project was in compliance with the environmental safeguard. Environmental Impact Assessments (EIA) were conducted accordingly for the construction of two new schools as well as a District office (the construction of the district office was later dropped). EIAs were submitted to the Bank for review and approved.

Involuntary Resettlement. Although the Involuntary Resettlement safeguard was not triggered at the time of appraisal, later emergence of squatters in the property for the Gros Islet secondary school triggered the Involuntary Resettlement Policy. The resettlement plan was satisfactory, offering them a permanent residence for their lifetime use at Government's expense.

Issue of expropriation. The land for the Gros Islet secondary school was expropriated, but the acquisition process was sufficient for the Bank to authorize construction on the land site, based on the Bank's rules for expropriation. The former owner of the land contested the expropriation and filed a lawsuit against the Government, whose claim was dismissed by the court.

Fiduciary compliance. Fiduciary aspects of the Project were well managed. The FMRs and annual audits were prepared and submitted in a timely manner most of the time. The procurement practices were sound and transparent; they were conducted under competitive methods, and non-competitive methods such as direct contracting and single source selection were rarely utilized. However, the filing system remained a challenge due to space constraints, which resulted in misfiling and insecure maintenance of documents.

2.5 Post-completion Operation/Next Phase

Both primary and secondary education remain major priority areas within the Government's program and therefore, the Medium Term Budget Framework. Major reform areas started under the Project, such as guidance and counseling, textbook rental program, literacy and numeracy support, curriculum, and EMIS will continue in the future.

Several follow-up actions are particularly important to sustain the reform efforts. There are plans for ratification and operationalization of the set of policies, including the infrastructure maintenance and curriculum policies. Literacy and numeracy policies and action plans are being finalized, and the Government is participating in a discussion at the sub-regional level on the development of common policies for literacy and numeracy. Training modules for teachers have been developed, and the Government is cognizant of the need to train all teachers, particularly on literacy, numeracy, and the revised curriculum once it is finalized.

While the Government continues to focus on expansion of secondary education and teacher training, it is seeking for the reform in the areas of skills training, university education, and Early Childhood Development.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

Rating: Highly relevant

The Project objectives and design were consistent with the regional and country strategy and CAS at the time of appraisal, and remain *highly relevant* to the development priorities of the country today. The Project was developed in alignment with the Government's five-year sector plan for 2000 – 2005 and addressed the key priorities in the sector. The Government continues to focus on these issues; the introduction of Universal Secondary Education policy in 2006 has added further significance, particularly to the aspect of quality of secondary education.

The Project also fits well with the latest CAS of 2005, which affirms the Bank's continued support to education sector reform in the OECS countries with particular reference to curriculum, teacher training, and equitable access of secondary education. The sub-regional approach of the project was also consistent with the CAS, which supports regional integration and coordination efforts. The CAS progress report in 2008 also supports a horizontal APL approach of the Project, [9] although it recognizes the challenges of developing a common sub-regional strategy for countries at varying development stages and reaping anticipated economies of scale.

3.2 Achievement of Project Development Objectives

Overall rating*: Moderately Satisfactory*

[9] "OECS countries remain committed to a sub-regional approach to Bank-funded interventions, wherever possible, although Governments have stressed the need to move as and when ready for new projects rather than wait for all the sub-region's members to be on board." (CAS Progress Report 2008, p.1).

Overall, the Project made a significant contribution to the expansion of equitable access to secondary education, the improvement of student support services, and reaching out to the disadvantaged students. At the same time, quality lagged behind the rapid expansion of access, which earned the rating of *moderately satisfactory*.

The main results of the achievement of the Project's Development Objectives are presented in Table 3.

Table 3. PDO Achievement

Indicator	Year		
	2000/01 (baseline)	**2006/07 (Target)**	**2006/07 (Results)**
Increase access to secondary education			
Transition rate to secondary education	54%	82%	88%
Net enrollment rate at the secondary level	64%	77%	76%
Improve quality			
Gross completion rate in Form 5	72%	85%	97%
Proportion of students passing at least 5 CXC (including Math and English)	27% (in 2000)	40%	35.9%
Improve management and efficiency of the education system			
Proportion of non-salary recurrent expenditure out of total recurrent expenditure	13% (in 2000)	16%	14.6%
Pupil-teacher ratio	19:1	20:1	17:1
Improve equity			
Gross enrollment rates (GER) in the two new schools' catchment areas	35%(Gros Islet) 0%(Anse La Raye)	60%(Gros Islet) 70%(Anse La Raye)	68%(Gros Islet) 53% (Anse La Raye)
Ratio between the proportion of graduate teachers in the poorest and richest 20% schools	55% (in 2000)	85%	65%

Objective 1: Increase Equitable Access to Secondary Education –Satisfactory

The objective of *increasing equitable access to secondary education* was achieved with most of the targets being met. The transition rate from primary to secondary and the net enrolment rate at secondary have increased significantly. The Project directly contributed to this by creating a total of 2,345 new places in secondary schools, surpassing the original target, by constructing two new schools and expanding four existing schools. Coupled with the Government policy of moving toward the USE, access expanded drastically as new school spaces became available in 2006 (see Table 4). [10] As a result, the transition rate from primary to secondary education increased from 54 percent in 2000/01 to 97 percent in 2006/07, and Net enrolment rate increased from 64 percent in

[10] This included Vieux Fort Technical Secondary school, which was expanded outside this project.

2000/01 to 76.3 percent in 2006/07 and to 81 percent in 2007. These numbers are expected to increase in the coming school years since surplus capacity of new/upgraded schools is not yet fully met.

Table 4. Expansion of Access (2001-2007)

	2001/02	*2002/03*	*2003/04*	*2004/05*	*2005/06*	*2006/07*	*2007/08*
Transition rate[11] (primary-secondary)	55.1	55.6	60	60.7	60.8	90	97.2
Net Enrolment rate*	65	67.9	63	63.9	64.2	76.3	81.2
Public School Enrolment (Form 1-5)	12743	12655	12931	12815	12965	14578	15527

*including public and private schools (Statistical Digest 2008)

Regarding the aspect of equity, the Project greatly expanded the enrolment of secondary students from low-income areas, namely, Anse la Raye and Gros Islet, where two new schools were constructed. The Gross Enrolment Rate (GER) of secondary education in Gros Islet and Anse la Raye increased from 35 percent to 68 percent, and 0 percent to 53 percent respectively. The GER in Anse la Raye did not meet the target by project completion, but is expected to increase in the coming years.

However, the planned school maintenance policy for secondary schools is still in the process of being developed. While all the facilities built in recent years have maintenance guidelines, early adoption of the policy is necessary for sustainability.

Based on the significant progress made in increasing access through infrastructure development, but without a necessary maintenance policy, the achievement of this objective is rated *satisfactory*.

Objective 2: Improve the Quality of Secondary Education – Moderately Satisfactory

The objective of *improving quality of teaching and learning* was measured by (i) Gross completion rate and (ii) the proportion of students passing at least 5 CXC exams including Math and English. Gross Completion Rate in Form 5 significantly increased from 72 percent in 2001 to 97 percent in 2006, surpassing the original target. However, this was not accompanied by the increase of the proportion of students passing at least 5 CXC exams including math and English. The proportion of students passing CXC has remained almost at the same level over the past several years, and even declined in 2006 (Table 5). This downward trend in performance on CXC exams in Math and Language has been observed across the OECS, partly because of the greater number of lower achieving students gaining access to secondary education and choosing to sit for the

[11] The data is based on the MOE's Education Statistical Digest 2008. A difference between the transition rate for 2006/07 in Table 4 (90%) and Table 3 (88%) is due to an inconsistency in data included in the Digest (p.xxxvi and p.94, Education Statistical Digest 2008).

exams.[12] The ICR mission also observed, through field visits, an enormous challenge that schools are facing to deal with an influx of students with different academic skills as a result of USE. The results indicate that more young people are graduating without sufficient academic skills.

Table 5. Proportion of students passing at least 5 CXC O' Level Exam

1999/00	*2000/01*	*2001/02*	*2002/03*	*2003/04*	*2004/05*	*2005/06*	*2006/07*	*2007/08*
27.7	NA	40.6	39.9	41.4	35.6	36.5	35.9	NA

(Statistical Digest 2008)

These indicators were supposed to measure quality improvement resulting from a wide range of activities such as: (i) curriculum development, teacher training, improvement of student supervision and assessment, (ii) enhancement of learning spaces through Learning Resource Centers, science laboratories, school buildings, (iii) provision of student support, and (iv) school development planning and school-based improvement projects. These activities posed a challenge in implementation, and the extent to which they contributed to achievement of the objectives varied among the activities. Further, the ICR considers that some activities have no direct linkage to the PDO indicators, as explained in Section 2.3. Therefore, the ICR rating for this objective takes into account the progress and the observed impacts in the key areas related to quality, in addition to the above mentioned PDO indicators.

<u>Impact on students and school community:</u> The Project made notable progress in reaching out to the students particularly those with special needs through: (a) establishing the integrated Student Support Service Unit (SSSU), (b) training a cadre of teachers in guidance and counseling, and special education, and (c) launching the textbook rental scheme. The unification of student support services under one roof has enabled better coordination of services at the central and local levels, as well as identification of the need for additional support (e.g. transportation subsidy). Almost all secondary schools now have a qualified counselor, who is helping schools to identify students with special needs and determine plans of action to assist them.[13] Trained teachers in special education are executing the Special Education Support Programs at various schools and sharing knowledge and new skills with other teachers and parents through workshops and handouts. The textbook rental program now benefits an average of 12 percent of students in all public secondary schools. While there is no systematic assessment of each intervention, a positive impact has been observed. There is a reported reduction in the number of students on suspension and the level of violence. Teachers noted an improvement in classroom instruction and student attendance as a result of the textbook rental scheme.

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[12] In 2006/07, 97 percent of students who sat for the grade six Common Entrance Exam (CEE) were assigned to secondary schools, while only 47 percent of them scored at or above the national mean. (Economic and Social Review 2007)

[13] It should be noted, however, that the counselors' roles and tasks vary among schools based on different needs and characteristics of the students.

In addition, School-based Improvement Projects (SIPs) increased student involvement in school activities. School principals noted a strong level of student commitment and participation in SIP activities and a difference in the way students and teachers relate with each other through these hands-on projects. Some projects were particularly successful in involving students at risk. Teachers observed a positive impact on students' behavior and academic performance, and the involvement of students at risk had a positive influence on other students' motivations to participate in school activities.[14] The SIPs contributed to facilitating communication among students, teachers, and the principal, while meeting the needs of individual schools.

<u>Impact on learning environment</u>: The project helped to enhance the learning environment through establishing or upgrading Learning Resource Centers (LRCs) and science laboratories, and rehabilitating other school buildings. The LRCs are well utilized by students and teachers for research, computer work, and resources to supplement class work. Principals mentioned that the laboratories had increased hands-on student activities and improved the standard of science teaching and assessment, and the rehabilitation of the school buildings increased student attendance and teachers' motivation.

<u>Impact on academic skills</u>: Overall, the Project fell short in this area. Some critical interventions to improve academic skills, namely, curriculum development, teacher training and literacy/numeracy program have not been fully implemented as originally planned, but executed in an ad hoc manner. While policies for the lower secondary curriculum and the literacy and numeracy program had been drafted and distributed, they lacked clear guidance without formal ratification as well as related teacher training.

Overall, the quality objective was partially achieved given the improvement in student support, school environment, and learning environment, but with a major shortfall in developing academic skills. Therefore, it is rated as *moderately satisfactory*.

Objective 3: Improve Management of Education in Schools – Moderately Satisfactory

The objective of *improving management and efficiency of the education system* was measured by (i) Proportion of non-salary recurrent expenditure out of total recurrent expenditure in the secondary education sub-sector and (ii) Pupil-teacher ratio in secondary schools. These indicators point to a slower-than-projected improvement in this area. The proportion of non-salary recurrent cost went from 13 percent in 2000/01 to 14.6 percent in 2006/07 and the pupil-teacher ratio from 19:1 to 17:1 respectively, falling short of the target (20:1).[15] However, as mentioned in Section 2.3, it is important to note that these indicators were not directly linked to the Project's interventions under the

[14] Based on interviews with principals and teachers at Grand Riviere Secondary School, Marigot Secondary School, and Choiseul Secondary School.

[15] It should be noted that the pupil-teacher ratio varies significantly among classes; some of the core subject classes such as Math have a large number of students, sometime exceeding 40 or 50.

management component. These were rather related to the access component in that they were monitored to regulate the level of efficiency as the enrolment of secondary students increased. Due to the various salary increases awarded to public servants over the period and the increase of the number of teachers, the level of efficiency measured by these indicators did not show much improvement.

Nevertheless, the Project made some progress in the area of management of the education system and governance of schools. The Project laid a foundation for the Education Management Information System (EMIS), which has been installed in all secondary schools, though not yet fully operational. Once operational, the EMIS is expected to improve monitoring and evaluation, and decision making at school, district, and central levels. In addition, training for the District Education Officers helped them to develop an instrument for school assessment, which contributed to turning around some failing schools in their respective districts.

Based on the progress made under the management component, but with a major shortfall in meeting the original targets, the achievement of this objective is rated *moderately satisfactory*.

3.3 Efficiency

An analysis of this section is based on the methodology established during the appraisal. An economic analysis was conducted during the preparation of the Project and included in the PAD.

The premises of the economic analysis was that the increased number of secondary graduates (either through increased access or decreased drop-outs) and the substantial quality gains as a result of the Project would lead to higher earnings. The analysis calculated the cost-benefit of the Project and estimated that the Net Present Value (NPV) would be approximately US$25.8 million and the rate of returns at 28 percent. Although data is not available to recalculate these values, the rate of returns is considered to be lower than originally estimated as outlined below:

Increase in enrolment in secondary education. The Project created an additional 2,345 places in secondary schools, surpassing its original target of 2,205. According to the economic analysis, an individual with complete secondary education would earn an additional US$16,171 during his/her lifetime compared to someone with primary education. The higher access to secondary education contributed by the Project will bring greater economic benefits.

Learning achievements. The project initiated a number of quality enhancement interventions, which proved to have a significant positive impact on educational achievement in various countries. The economic analysis showed correlations between the higher achievement in the CXC exams and higher earnings, and calculated the benefits gained through quality enhancement. However, these interventions made by the Project did not translate into higher CXC pass rates by project completion as some critical activities were not fully implemented.[16] The benefits through quality gains may be expected in the future, if these activities are completed and sustained.

Project cost. Additional implementation costs were incurred for the construction and rehabilitation of schools due to significant implementation delays and the increase in cost of building materials.

3.4 Justification of Overall Outcome Rating

The overall outcome rating is *Moderately Satisfactory* based on the following:

- The Project's continued relevance to the country priorities and CAS;
- The Project's substantial contributions to the expansion of equitable access to secondary education, but with moderate shortcomings in quality and management improvement;
- Limited increase in efficiency of secondary education.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

While the Project did not include a specific measurement of poverty impact, it was designed to target disadvantaged students in rural areas as one of the main beneficiaries. In line with the Project's Development Objective of equitable access, the Project successfully expanded access to secondary schools in two major low-income areas in the country. In addition, support services, which included a textbook rental scheme for the youth at risk, have been enhanced under this Project.

While boy's underachievement in education has been an issue in the OECS countries, the Project significantly reduced the gender imbalance in enrolment rates at the secondary level. The expansion of secondary school places enabled a greater number of males to gain access into secondary schools. Between 2001/02 and 2007/08, the enrolment in secondary schools increased by 2100 for boys and by 684 for girls. The gender ratio of the enrolment changed from 57(girls): 43(boys) to 51:49 over the same period.

The Project also incorporated a focus on disability. It appropriately addressed the issue of accessibility at the preparation stage, discussing innovative architectural designs and requirements to meet local needs and enhance learning at the secondary education level, including ramped access for students and staff with disabilities. Although there is no data available to show the immediate impact on people with disabilities (and the physical accessibility needs to consider not only school buildings but others such as transportation), the Project took a more inclusive and cost-effective approach.

[16] The sensitivity analysis included in the economic analysis stated that the NPV would fall to US$14million if the "quality premium" in secondary education is only 50% of the one assumed in the base case.

(b) Institutional Change/Strengthening

The MOE, under the Project, established more systematic and enhanced student support system by developing Student Support Service Unit within the MOE district office, as explained in detail in Section 3.2. Counselors were also assigned to each secondary school. Further, the EMIS was introduced and installed in all secondary schools. Although it is not yet fully operational, it is expected to improve monitoring and evaluation at both central and school levels, and to enhance the efficiency of school management.

Regarding the behavioral changes, the success of School Improvement Projects contributed to creating a more favorable environment for student-centered governance of schools both at central and school levels.

(c) Other Unintended Outcomes and Impacts (positive or negative)
N/A

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops
N/A

4. Assessment of Risk to Development Outcome

Rating: *Moderate*

The assessment of risk to development outcome is rated as *moderate*, based on the assessment as summarized below. In order to mitigate these risks, the Bank will continue to support the Government of St. Lucia and the OECS countries in the key risk areas identified.

Factor	Risk	Note
Government's Political Commitment	S	While the Government has been showing strong commitment to education reform, relatively slow decision making process of the Government can pose a significant risk. Given the fact that some activities were not completed by project completion, strong political commitment from the Government is vital for achieving and sustaining the project objectives. Without a timely implementation of necessary follow-up actions, including the ratification and implementation of the set of policies and appointment of staff (e.g. lab assistant, LRC coordinators, etc.), quality of education will deteriorate considerably in light of USE.
Financial Sustainability	S	The Government needs to provide considerable resources to respond to the rapid expansion of secondary education. Despite the Government's strong financial commitment to the education sector in the past, fiscal constraints could pose a risk to maintain the Project's achievements; some activities such as School Improvement Projects may not be continued in spite of their effectiveness in school management and strong demand from principals, students, and teachers. In addition, the ongoing financial crisis could have a negative impact on the reforms,

		especially given the country's economic vulnerability.
Regional Initiative	M	The education reform in St. Lucia has been carried out in conjunction with OECS educational initiatives and the potential change of the initiatives can affect the direction of the reforms in the country. In particular, the CXC has a strong influence over the curriculum in each OECS country, and thus the curriculum and assessment reforms carried out under this Project may be modified depending on the CXC policy in the future. Ongoing dialogue on the CXC will likely to mitigate the negative impacts.
Natural Disasters	M	St Lucia is vulnerable to natural disasters including frequent hurricanes. While newly constructed or rehabilitated buildings were built hurricane proof, damages can be caused to school facilities.
Stakeholder Support	L	The Education Sector Plan that the Project supported had been developed with wide participation from civil society including teachers, parents and students; there is a sufficient consensus for the need for education reform.

H=High, S=Significant, M=Moderate, L=Low

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry
Rating: *Satisfactory*

The Bank performance in ensuring Quality at Entry is rated as satisfactory based on: adequate strategic relevance and approach; sound assessment of economic, financial, social aspects; sufficient Bank inputs, participatory project deign processes, and a shortcoming in the design of results framework.

Project design was highly relevant to the needs of the country and the sub-region. During the preparation phase, the Bank extensively worked with the OECS countries and DfID to define the project design, objectives and actions, while coordinating with other main donors. Moreover, the team facilitated collaboration and discussions among the OECS countries on key issues of secondary education through missions and sub-regional seminars, with an involvement of a wide array of Bank staff with relevant experience and skill mix. As part of efforts to enhance the project preparation process, the team also established the Education Knowledge Management Network (EKMN) for knowledge sharing on project design and technical assistance resources.

The team reviewed lessons from other projects, discussed them with the country, and adapted them to St. Lucia (see Section 2.3). Economic and financial analyses were duly conducted. The results of social assessment were taken into the Project design as well as the aspects of poverty and social development (see Section 3.5 (a)). Further, the team effectively worked with LAC's environmental Quality Assurance Team and developed a framework ("*Guidelines for Addressing Environmental and Social Safeguard Issues in World Bank Education Projects in the Latin America and Caribbean Region*") that became a resource for the whole Region.

At the same time, design of the monitoring and evaluation framework could have been improved for the reasons that are fully explained in Section 2.3. The issue of design of the results framework was also raised by the Quality of Supervision Assessment (QSA6), stating that the aggregate indicators needed to be 'unbundled' in implementation to monitor interim changes. Furthermore, the Bank and DfID could have collaborated better in terms of the design of the framework. They stuck to their respective formats and some of the logframe indicators and timescales were not completely aligned with each other. The ICR team also found some inconsistencies between the results framework and the detailed project description in the PAD.

(b) Quality of Supervision
Rating: *Moderately Satisfactory*

Quality of Supervision Assessment (QSA6) was conducted for this Project in October 2004, and QAG rated the Bank performance as Moderately Satisfactory.[17] The ratings were contested by the project team. The ICR team reviewed the arguments on both sides and related documents, and rated Quality of Supervision as moderately satisfactory.

Overall, the team responded well to the risks over the course of the project implementation. On this point, QAG was critical of the team's performance on the timely identification and assessment of problems and the effectiveness of Bank actions, referring to the team's response to the land site issues (see Section 2.2: Land site issues). The panel noted that the team took time to identify the issue and failed to respond effectively. However, the issue was predominantly caused by the internal politics of the Government and was hard to detect and mostly out of Bank's control. Given that the Bank team made sufficient effort to mitigate the risk on the land issue at the preparation stage, and vigorously followed up when this issue surfaced, including an immediate letter from the Country Director to the Government, the ICR considers the Bank actions on the land issue as appropriate.

The supervision of fiduciary and safeguard aspects was satisfactory. The team provided good technical support on financial management and procurement through FM missions, and was proactive in sustaining the financial management capacity of the Project through monitoring appointment of replacements and training of PMU staff to minimize potential fiduciary risk. For the environmental safeguard, the team ensured that the Guidelines were used by the PMU, attached to bidding documents and given to contractors. The team was also proactive in taking necessary steps to ensure that actions were timely and understood and owned by the Government.

Bank's supervision inputs and processes were adequate with sufficient support and direction to the Borrower, and collaboration with DfID. Regular supervision missions in

[17] The breakdown is: Moderately Satisfactory – Focus on Development Effectiveness, Fiduciary/Safeguards Aspects, Supervision Inputs and Processes; and Moderately Unsatisfactory – Realism and Quality of Supervision Reporting.

conjunction with DfID and common Aide Memoires reduced the burden of the Government and helped in seeking common solutions to implementation problems. The missions comprised of a good mix of skills. Specialists were used to correspond to the needs for expertise, including an architect who supervised the whole process of civil works and the information network expert who provided expertise for the development of the EMIS. The supervision documents were overall well organized and provided detailed information on implementation progress.

The team also facilitated cross-country learning by: inviting PMU staff to a supervision mission for another OEDP; conducting sub-regional workshops on architectural design of schools and EMIS; and organizing a study tour to US school libraries and public archives in support of the LRCs.[18]

However, the team could have focused on development impact more closely in order to improve the project performance. While the key performance indicators had been monitored on a regular basis, PSRs/ISRs did not include sufficient analysis of the changes on these indicators. The mid-term review mission concluded that most of the targets would be achieved or even surpassed by project closing, despite the fact that it was difficult to attribute progress of the PDO indicators to the project activities. Furthermore, the indicators were not modified accordingly as the focus of some activities shifted from secondary to primary school level, which made the assessment difficult as explained in Section 2.3.

(c) Justification of Rating for Overall Bank Performance
Rating: *Moderately Satisfactory*

The overall Bank performance is rated *Moderately Satisfactory* based on the following:

- Thorough project preparation, based on sufficient background studies and assessments, incorporation of lessons learned, collaboration with the Borrower, co-financier, other OECS countries and donors.
- Strong technical support through training and supervision missions
- Frequent and well staffed supervision missions, and follow-up on the issues identified during missions.
- High level of collaboration among the Bank, DfID and the Government; joint missions and common supervision documents.
- Facilitation of knowledge sharing among OECS countries.
- Moderate shortcomings in the design of results framework and the focus on achievement of development objectives.

5.2 Borrower Performance

(a) Government Performance

[18] It was felt by the Government and PMU, however, that there was less knowledge sharing among the OEDP participating countries after DfID completed their support and left in 2006; since DfID organized regular sub-regional meetings to develop the literacy and numeracy policies and discuss curriculum reform.

Rating: *Moderately Satisfactory*

Overall, the Government showed consistent commitment to education reform and the Project's main Development Objectives. It developed the Education Sector Plan, on which the Project was based, through wide consultations with civil society. The Ministry of Education showed strong leadership and provided effective guidance. The initiatives taken by the MOE in the area of student support, including the strategic decisions to establish the Student Support Service Unit and to train additional counselors through local training, greatly enhanced the Project effectiveness.

The MOE also took steps to facilitate the stakeholder engagement in project implementation and to improve communication and accountability by transforming the Project Advisory Committee to Project Steering Committee during implementation. Agreed indicators were monitored and reported on a regular basis, although evaluation of the Project's progress tended to be carried out by the Bank/DfID mission. The Government also committed to investing counterpart funds when the Project incurred cost overruns for construction and rehabilitation of schools.

The Ministry of Finance provided valuable support to project implementation, including frequent meetings of the Central Tender Board and the harmonization of national procurement roles and regulations with international ones. Counterpart funds were always available and on time.

At the same time, lack of collaboration, buy-in, and shared vision among the staff in different units of the Ministry of Education was an issue during the early part of the project implementation. As mentioned in Section 2.2, the decision to change a land site caused significant delays in completion of school construction. Major staff changes in the Ministry management also affected the smooth implementation of the Project. Slow appointment process for the staff in public services, including senior officials of the Ministry of Education as well as school staff was another factor that lessened the Project effectiveness.

(b) Implementing Agency or Agencies Performance
Rating: *Satisfactory*

The Project greatly benefited from the PMU staff who were highly qualified and familiar with project management, Bank procedures in procurement and in financial management. The core PMU staff including a project manager had worked for BERP and all staff had previous experience in Bank projects and had received training in their respective specialties.

Overall, the PMU showed a high level of performance in project management, coordination, and follow up. For the civil works component, it worked closely with the supervision firm and the contractor to facilitate implementation. As mentioned in Section 2.4, the PMU's overall performance in procurement and financial management was satisfactory with a minor shortfall in records management.

While the PMU was highly effective when fully staffed, high turnover of the staff during the first half of the implementation period posed a critical challenge. The temporary absence of some of the qualified key staff created instability in the PMU, and affected the PMU's capacity in project implementation, financial management and procurement of civil works. Other areas including procurement of goods and services were uninterrupted throughout the Project period.

(c) Justification of Rating for Overall Borrower Performance
Rating: *Moderately Satisfactory*

Given the many achievements but also the shortcomings, the ICR team rated overall borrower's performance as Moderately Satisfactory. On the positive side there was:

- Overall Government's commitment to the education sector and the Project's Development Objectives.
- Highly participatory approach in the development of the sector plan.
- Effective initiatives in the area of student support and in creating an enabling environment.
- Commitment and availability of counterpart funds throughout implementation.
- Efficient and high quality work provided by the PMU staff.

On the shortcomings, the following affected the rating:

- A change of the land site for a new secondary school and the delay in selecting a new site
- Poor coordination among ministries.
- Tardiness in effecting critical appointment to fill vacant post
- High PMU staff turnover.

6. Lessons Learned

Results framework with a clear link between Outputs and Outcomes. The link between Project's activities and the outcome indicators for the quality and management components was not clearly addressed in the project document. As a result, these indicators could not adequately measure the achievements or progress made under these components. To maintain the focus on Project Development Objectives during the implementation and to clearly address how different activities and components fit together, creating a well-defined results framework is critical. Project teams need to make sure that the framework articulates the link between outputs and outcomes, by setting intermediate indicators which adequately measure the interim changes toward achieving the objectives. If the focus of the activities changed over the course of the project, the indicators should be reviewed and modified accordingly.

Realistic setting of the outcome indicators. The Project aimed at enhancing quality while expanding access to secondary education. As commonly seen in many education projects, an expansion of access has led to a large influx of new students with a wide range of abilities, posing a considerable challenge on schools to meet these students' needs. A rapid expansion of access can undermine the quality of teaching and learning.

With this in mind, realistic targets should be set for quality improvement, particularly for learning outcomes, when a project seeks dual enhancement of access and quality.

Balance between sub-regional approach and targeted approach. The Project adopted the sub-regional approach under the OEDP APL to tackle the common problems and to benefit from economies of scale. This approach facilitated knowledge sharing among OECS countries on educational issues and the development of common materials. While these countries share many of the problems and objectives, each country's priorities toward the objectives varied significantly due to different levels of advancement. Applying a single set of objectives to four countries has brought some challenges in supporting their educational needs. Flexibility in funding allocations and implementation arrangements would enhance the project effectiveness by accommodating individual differences while benefiting from knowledge sharing around common themes. At the same time, this needs to be reconciled with the benefit from economies of scale by closely looking at the timing of activities that can be implemented simultaneously.

Staffing of the implementation agency. Project implementation was affected by high turnover of the PMU staff. This was partially due to the perceived inequity in compensation, promotion track, and recognition of PMU staff, who were assigned as civil servants rather than project-financed consultants. Although this issue can be adequately addressed only within the context of a broader civil service reform rather than on a project by project basis, the project team can take into account this human resource issue as a potential institutional risk. Risk management could include the provision of incentives for the staff such as training and the careful monitoring of workload, in addition to the appointment of key staff for the duration of the project.

Strong stakeholder engagement. The Project experienced some delays due to insufficient engagement of staff in the Ministry of Education and other line ministries. A transformation of the Project Advisory Committee to the Project Steering Committee improved project implementation with more effective guidance and advice to the PMU. As is true for any kind of project, engagement of key stakeholders is critical for the success of the project. Creating a participatory mechanism within the Government for regular feedback may enhance project effectiveness.

School-based Improvement Project as an effective tool to involve students at risk. SIPs were highly successful in not only meeting school needs and increasing autonomy, but in facilitating student participation in schools. In the case of St. Lucia, some schools reported that SIPs helped them to reach the students at risk, providing them with entry points to school activities. Although one needs to be careful and take considerable time when applying a new concept (e.g. students' taking an active role in school planning) to an environment where it does not exist, SIPs may provide an effective tool to positively change the school culture and to involve students, including those who may not normally fit into the conventional school system.

Acquisition of land site and preparation of the Design Guidelines prior to project effectiveness. Although this lesson had been identified during the precedent project, the Project experienced a major delay in civil works due to the land site change during implementation. Belated preparation of the Design Guidelines, which provide guidance for appropriate architectural design of the new schools, also delayed the start of construction. Early acquisition of land site and preparation of Design Guidelines are critical for the timely implementation of civil works. These need to be completed prior to project effectiveness.

Realistic cost estimate for the civil works. The Project was affected by the cost increase of building materials and labor, in addition to the change of the land site and design of the buildings. Although such cost increase in this Project was mainly caused by the construction boom across the sub-region, it is common that civil works are influenced by inflation in material and labor costs and experience cost overrun. While a civil works component usually makes up the large share of the project cost and tends to be underestimated to keep the total cost within reasonable limits, it is important to take into account this inflationary risk by setting a realistic estimate of the cost and schedule for civil works.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

N/A

(b) Cofinanciers

N/A

(c) Other partners and stakeholders

(e.g. NGOs/private sector/civil society)

N/A

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
EQUITABLE ACCESS	13.77	13.61	99%
QUALITYI TEACHING AND LEARNING	3.63	4.27	118%
MANAGEMENT AND GOVERNANCE	0.87	0.24	28%
PROJECT MANAGEMENT	0.56	0.08	14%
PPF REPAYMENT	0.26	0.01	4%
OTHER	0	0.33	
Total Baseline Cost	19.09	18.54	97%
Physical Contingencies	0.00	0.00	-
Price Contingencies	0.00	0.00	-
Total Project Costs	19.09	18.54	97%
Front-end fee PPF	0.00	0.00	.00
Front-end fee IBRD	0.06	0.06	100%
Total Financing Required	19.15	18.60	97%

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower[19]		6.35	4.57	72%
UK: British Department for International Development (DFID)	Parallel financing	0.80	1.06	132%
International Bank for Reconstruction and Development (IBRD)		6.00	5.89	98%
International Development Association (IDA)		6.00	7.08	118%

[19] This includes the teacher contributions equivalent of USD0.03million.

Annex 2. Outputs by Component

Project activities were divided into four components: (i) increasing equitable access; (ii) improving the quality of teaching and learning; (iii) improved governance and management in the education system; (iv) project management. The World Bank mainly funded the infrastructure development, purchase of equipment and materials, and school-based activities, while DFID provided technical assistance for the development of policy and implementation including the support for the design and preparation of the Bank funded activities.

Component A – Increasing Equitable Access

Disbursed	World Bank	Government	DFID
13.61	10.26	3.35	0.00

(in million USD)

This component aimed at ***constructing new secondary schools in under-served areas, expanding and rehabilitating secondary schools***. The output target was met although there were significant delays due to various factors: the land site change for one of new schools, late preparation of Design Guidelines, shortage of materials, equipment and supplies, poor site management by the supervision company, faulty windows for one of the new schools. However, all the construction was completed by the Project's closing date. Overall quality of works was satisfactory.

Original Output	Original Output Indicators	Final Output
2 new secondary schools constructed in under-served areas, 2 existing schools expanded, and 10 secondary schools rehabilitated	• 2,205 new secondary school places created and new schools fully operational by 2006	• 2,345 new secondary school places created - 2 new secondary schools constructed (1,400 places) - 1 senior primary school converted into a secondary school (525 places) - 3 secondary schools expanded (420 places) • New schools operational in 2007
	• Rehabilitated facilities completed by 2004 and expanded facilities occupied by 2005	• 8 existing secondary schools rehabilitated • Expanded facilities occupied by 2007 • Rehabilitated facilities completed between 2005 and 2007

Component B – Improving the Quality of Teaching and Learning

Disbursed	World Bank	Government	DFID
4.26	2.40	0.80	1.06

(in million USD)

1. Curriculum Enhancement

This sub-component aimed at ***developing and implementing a standardized curriculum for the lower secondary level***. Curricula were revised in consultation with lower secondary teachers and the draft curricula materials and guides were distributed to schools for piloting. However, the Draft National Curriculum and Assessment Policy, which establishes the implementation of the curriculum and the monitoring and evaluation, has yet to be finalized and ratified. Coupled with the introduction of new CXC curriculum (CCSLC), a partial implementation of the draft curriculum without a formal policy and a monitoring system has caused some confusion as explained in Section 2.2. Nevertheless, the modular structure of the new curriculum document was positively accepted by teachers. The Government is planning to finalize the Curriculum Instruction and Assessment Framework that guides the use of the revised curriculum, CCSLC curriculum, SBA, literacy and numeracy policies by March 2009. The MOE also recognizes the importance of early finalization and ratification of the curriculum policy, as well as teacher training.

Original Output	Original Output Indicators	Final Output
Curricula for Forms 1-3 improved and accompanying instructional guides, textbooks and relevant equipment provided	• Enhanced curricula in place and in use by 2003 • Relevant equipment installed and in use by 2004	• Draft Curriculum documents in core subject areas (Math, English, Social Studies, Design & Technology, Business education, Modern languages and Information Technology) distributed to all secondary schools in 2004/2005. • The level of use of the revised curriculum varies among schools.

2. Teacher Training

This sub-component aimed at ***designing new teacher training programs in line with the objectives of the Project.*** The training was to include: (i) deepening content base for teachers in core curriculum areas; (ii) understanding of how children learn; (iii) integrated child-centered teaching; (iv) work planning; (v) ICT in teaching and learning; (vi) identification and methods of dealing with “at risk” students.

The sub-component was dropped from the DfID logframe after mid-term review in 2004. The review team comprised DfID, MOE representatives in OECS countries, OERU, and the Bank. The review noted that the majority of countries had shown very limited progress because of the low priority assigned to teacher training in their respective country work plans. OEDP’s limited resources were considered inadequate to have sufficient impact on teacher training given the scope of work required in this area, and the regional efforts through the OECS Education Reform Unit (OERU) seemed to better address the needs of the countries in the long run. This view was shared by the Government at the time and it was agreed that the resources would be better utilized through supporting teacher skill upgrading activities under other components. The remaining resources were diverted to various other teacher support activities. There is broad agreement that teacher training remains a critical reform area and has been identified for a next operation.

Original Output	Original Output Indicators	Final Output
Teachers trained in priority subject areas	• 540 teachers trained in core curriculum issues by 2003	• Orientation for teachers on the new draft curriculum conducted in some subject areas; no teacher training in core curriculum provided as the revised curricula yet to be finalized
	• 710 teachers trained in Information Technology and other emerging areas	• At least 400 teachers have been trained in IT since 2003 (not under the OEDP)
	• 22 lab technicians trained to use new science equipment by 2003	• Annual training established for Lab technicians at all 24 secondary schools (see #4: LRCs)
	• 2 library managers trained overseas and 18 trained locally in use of Learning Resource Centers (LRC) by 2003	• Training for 24 managers and coordinators of LRC commenced in 2008 and continues in 2009

3. Continuous Assessment

This sub-component sought to ***develop continuous student assessment mechanisms in accordance with internationally acceptable learning benchmarks and performance standards.*** This was to provide more focused, comprehensive and relevant student assessment, as opposed to the conventional assessment system which was solely based on a set of key stage examinations.[20] The activities were to include (i) reform of the Common Entrance Examination (CEE); (ii) training of teachers and measurement officers in school-based assessment (SBA), performance assessment and remedial work; (iii) development of a secondary school completion certificate; and (iv) provision of equipment for the Examinations Unit.

The actual activities were mostly carried out on the development and implementation of SBA in Grades 2 and 4 at the primary level. This was part of the CEE reform which

[20] This included: Minimum Standards Tests (MST) taken at Grades 2, 4, and Form 3; the Common Entrance Examination (CEE) taken at Grade 6; and the Special Examination at Grade 8. CEE, however, was used only for selection and placement of students to secondary schools.

intended to facilitate the transition of students from primary to secondary education by incorporating elements of continuous SBA into the traditional testing. The pilot showed some quality improvement by fostering in-depth teaching of the concepts, use of non-traditional and more varied teaching and learning methods and activities, and activities that students enjoy more. The major assessment reform for the lower secondary did not take place under the Project. It was to be carried out based on the new curricula, which was not finalized during the Project.[21]

Original Output	Original Output Indicators	Final Output
Continuous assessment strategies designed and adopted	• Alternative assessment strategies in place and operational by 2004	• Continuous assessment strategies for primary school designed and piloted in 2007 - Assessment Guide for teachers disseminated - SBA Piloted in Grades 2&4 - Training in SBA locally provided to: 17 District Trainers (at least 2 per district); 63 primary school principals; 310 teachers of Grades 2&4. • Training for moderators, SBA task writers conducted in 2008 • Full implementation expected in 2009/10
	• 4 teachers and measurement Officers trained overseas, and 162 Principals and Heads of Depts. of secondary schools trained in SBA, error analysis, performance assessment and remedial work by 2004	• No training for principals and heads of depts of secondary schools conducted

4. Learning Resource Centers and Upgrading of Facilities

This sub-component was to ***construct and equip new learning resource centers (LRCs), upgrade libraries into LRCs, equip science laboratories, and train facility managers***, as a strategy to enhance and enrich the curriculum and stimulate interest and independence in literacy. A study tour to the LRCs in Washington DC helped education officers to better define the concept of LRCs. The output target was mostly met. Nevertheless, some IT labs are still not fully functional without internet connection and proper lab

[21] However, CXC introduced the CCSLC program (see Section 2.2) in 2007, which awards a certificate to secondary school students who completed the requirements. The CCSLC would also provide a major assessment tool for the lower secondary level as it entails the continuous assessment practices.

technicians. Deployment of trained LRC coordinators and lab technicians remains a challenge due to high turnover of staff, limited mobility in the position, and a long appointment process.

Original Output	Original Output Indicators	Final Output
Learning spaces established or upgraded, including learning resource centers, Information Technology and science labs, technical shops, equipment and materials	• 8 new centers established, and relevant equipment installed to upgrade existing centers, all in use by 2004	• New LRC established at 6 secondary schools. Facilities upgraded to LRC at 5 secondary schools. (2 secondary schools obtained LRCs from other funding sources.) All secondary schools now have a LRC. • Online database service for LRCs in all secondary schools completed in 2008. • Training for coordinators of LRC is ongoing and expected to be completed in 2009
	• Other IT and science labs upgraded and equipment and materials installed and in use by 2004	• Science labs and technical workshops included in the 2 new schools and the upgraded secondary schools. • All secondary schools received equipment and materials. • Annual training established for Lab assistants at all 24 secondary schools • A lab guide for secondary school drafted. • Some IT labs still partially operational without internet connection.

5. Support for the Disadvantaged Students

This sub-component aimed at: ***(i) organizing and providing adequate student support services to ensure equity of access for secondary school students in the education system, and (ii) designing and testing of literacy and numeracy improvement programs at the primary and secondary level***.

Overall, the Student Support services sub-component made good progress. The training on both special education and guidance counseling was offered through module programs by the Lynchburg College, Virginia, USA. The quality and delivery of the programs were highly satisfactory. The number of trained guidance counselors increased from 8 to 25 by providing local training of guidance counselors instead of sending a few to overseas training. While 68 teachers were to be trained in school social work, guidance and counseling and special education through informal training, 40 teachers were trained to certificate level, of which 24 went on to Bachelor's level and 12 to Master's level. The training on school social work was not conducted since the policy had changed to allow the education sector to make referrals to the Division of Human Services and Family Affairs of the Ministry of Health. However, the schools still expressed the need for school social workers to assist counselors due to the overwhelming needs.

In addition, there is a recognized need for: (i) additional trained special education teachers to work in infant, primary and secondary schools; (ii) professional support (therapists, school psychologist, etc.) to complement their work; (iii) enhanced coordination of special education and counseling services; (iv) training in inclusive education for school principals and teachers, and training of regular class teachers in dealing with students with diverse needs; and (v) a coordinator for Counseling Services at SSSU to organize a large number of professionals. Given planned scaling up of the program, an evaluation focusing on academic performance was recommended to inform future activities in this area.

A number of initiatives have been made in the area of Literacy and Numeracy, but the policies and action plans are still in the process of being finalized and ratified. These programs have been implemented at school level in an ad hoc manner. Both Literacy and Numeracy coordinators noted that the impact of the programs at the school level is hampered by the lack of appropriate instructional materials. Teaching of literacy and numeracy skills poses a major challenge for teachers in the face of USE. Government, principals and teachers highlighted the urgent need to finalize and ratify the policy and plan as well as to provide increased support for the coordinators at school level.

Original Output	Original Output Indicators	Final Output
Support services to secondary school students expanded		• SSSU established and operational
	• 68 staff trained in school social work, guidance and counseling and special education by 2003. • 8 counselors and social workers trained in overseas programs between 2003 - 2006	• 40 teachers trained to certificate level in Special education and graduated in 2006. Graduates executing Special Education Support Programs (4 in secondary, 25 in infant & primary). Some pursuing further studies. • 25 teachers trained to Masters level in guidance and counseling and graduated in 2008. Guidance counselor placed in every secondary school. • District counselors trained in clinical supervision • No school social workers were trained

	• Textbook loan scheme established by 2003	• Textbook loan scheme established and in operation since 2005 - Textbooks distributed to 21 public secondary schools; 1,462 students benefited in FY06/07, 1,057 students in FY07/08, and 842 students in FY08/09.
Literacy and Numeracy enhancement programs established at the primary level	• Pilot tested by 2003 and programs established in schools by 2004 • Workshops offered to 56 teachers by 2003	• Literacy/Numeracy policies and action plan drafted and distributed to all school principals in 2006, expected to be finalized by Mar 2009. • Literacy and Numeracy coordinators assigned at primary and secondary school level and Literacy and Numeracy committees established at district level • Workshops offered to Head of Math Dept. in secondary schools in 2004, to numeracy coordinators in 2005 • Numeracy handbooks produced at sub-regional level in 2006 to assist in implementation of the policy • Various initiatives have been taken at school level in advance of formal adoption of the policy
	• 25% increase in literacy and numeracy skills by 2006 (baseline = Minimum Standards Test mean for 2000: English 51.6%, Math 25.9%)	• MST scores in 2006: English 51.44%, Math 45.95%

6. School-based improvement projects and school development planning

This sub-component aimed at: ***(i) training school personnel involved in the preparation of school development planning (SDP) and, (ii) carrying out School Improvement Subprojects (SIPs)***. This was expected to involve more stakeholders in designing School

Development Plan,[22] and to improve the teaching and learning process and increase student involvement in co-curricular activities through SIPs.

School review instruments were developed and used to assess the aspects including school management, quality of teaching and learning, involvement of student and parents, financial management and resources, and learning environment. Guidance materials were developed to facilitate effective process of formulating School Development Plans (SDPs), including strategies for planning and guidelines for the involvement of parents and students in the planning process.

SIPs were one of the instruments that secondary schools used to implement SDPs. There were two types of projects: Students Taking Action for Results (STAR) and Learning Enhancement Action Projects (LEAP). While schools developed capacity to implement SIPs relatively late in the Project, a number of activities were carried out particularly after 2006. Some examples included: hydroponics training and equipment, resources for peer tutoring, woodwork lab improvements, gazebo construction, LRC expansion, school band, and rabbitry program.

Original Output	Original Output Indicators	Final Output
School Development Planning operational in all schools and SIPs organized	• School development training offered to 190 teachers, parents, students and school board members by 2002	• School Development Planning Guidance produced and distributed to schools. • 35 new principals, vice-principals and senior teachers trained on SDP. Parents and community leaders trained in each district. • PTAs formally launched • SDP in place in 23 out of 24 secondary schools
	• SIPs designed and operating in all secondary schools by 2003	• 23 out of a total of 24 public secondary schools undertook at least one SIP by 2007

Component C – Improved Governance and Management in the Education System

Disbursed	World Bank	Government	DFID
0.24	0.18	0.06	-

(in million USD)

[22] All schools are required to develop SDP. It entails a 3 year outlook with objectives, resource requirements and activities delineated for each year.

1. Expand EMIS

This sub-component aimed at ***developing and implementing the EMIS to store, process, and share data for improved planning and decision-making at school, district and central level.*** After a major delay in procuring the system due to budget constraints, the EMIS was installed and awaits completion of data entry at school level, interconnection among the MOE and schools, and minor customization to be fully operationalized. Once completed, the EMIS is expected to strengthen monitoring and evaluation, while its capacity to affect policy making at the central level would be further enhanced if the EMIS expands to primary, pre-primary and tertiary levels as well. There is also a need for more training on the system for secretaries, teachers and principals. A challenge lies in deployment of EMIS coordinators in that it is affecting availability of IT teachers.

Original Output	Original Output Indicators	Final Output
EMIS expanded	• Improved EMIS established and functioning by 2003	• EMIS software procured in 2007 for all secondary schools, district offices and central office. • EMIS coordinator assigned in each secondary school. • Data entry completed for at least 75%. • Interconnection between the center, districts and schools to be completed in 2009.
	• 120 principals, secretaries and education offices trained to access and use EMIS by 2003	• Training sessions for EMIS coordinators, school principals, bursars, and school secretaries carried out by Maplewood (the provider) since 2007. • 24 teachers trained in EMIS.

2. Strengthen District offices to support improved management and governance of schools

This sub-component aimed at ***strengthening the District Offices to deliver management and instructional support and performance assessment to schools, and to achieve greater equity in resource distribution among secondary schools***. The training in the use of a school performance review instrument helped principals to target specific aspects of school management and better focus on the teaching and learning taking place in the classrooms. Half of the District officers participated in the DfID-organized study tour to the United Kingdom, although the tour had been originally planned for all officers. A workshop for the Officers, principals and teachers from the four districts that did not participate in the study tour is needed to ensure that the entire education system follows the same methods. The rehabilitation of two district offices had been initially planned and the environmental assessment was conducted. However, the Government decided not to carry out the works under the Project, but to complete them using own resources.

Original Output	Original Output Indicators	Final Output
District Offices strengthened to support improved management and governance of schools	• All District Officers trained in secondary school management	• All 8 District officers received secondary school management training • 4 District officers participated in a study tour on school supervision in the UK, and offered training to all primary/secondary school principals in their respective districts • Rehabilitation of two District Offices did not take place

Annex 3. Economic and Financial Analysis
(including assumptions in the analysis)

N/A

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members [to be completed]

Names	Title	Unit	Responsibility/ Specialty
Lending			
Cynthia Hobbs	Sr. Education Specialist	LCSHE	Task Team Leader
William Experton	Sector Manager	LCC3C	Sector Manager
Mariana Montiel	Senior Counsel	LEGLA	Lawyer
Emanuela Di Gropello	Education Economist	LCSHE	Economist
Rajeev Kumar Swami	Financial Management Officer	LCOAA	Financial Mgmt.
Fabienne Mroczka	Consultant	LCOAA	Financial Mgmt.
Vladimir T. Jadrijevic	Sr. Procurement Specialist	LCSPT	Procurement
Patricia Macgowan	Sr. Procurement Specialist	LCSPT	Procurement
Marcelo Osorio	Consultant	LCSHE	Procurement
Que P. Bui	Procurement Assistant	LCSHH	Procurement
Patricia De la Fuente Hoyes	Senior Finance Officer	LOAFC	Fiduciary Specialist
Saman Karunaratne	Finance Analyst	LOADM	Disbursement Mgmt.
Edward Daoud	Sr. Financial Mgmt. Specialist	LCSFM	Financial Mgmt.
Judith C. Morroy	Procurement Analyst	LCSPT	Procurement
Aracelly G. Woodall	Program Assistant	LCSHE	Costing Specialist
Marta G. Ospina	Consultant	LCSPT	Procurement
Mourad Ezzine	Lead Education Specialist	AFTH2	Peer Reviewer
Peter Moock	Sr. Economist	EASHD	Peer Reviewer
Gus Brest Van Kemp	Consultant	Consultant	Architect
Supervision/ICR			
Cynthia Hobbs	Sr. Education Specialist	LCSHE	TTL(Prep.-Jul 08)
Harriet Nannyonjo	Sr. Education Specialist	LCSHE	TTL(Aug 08-Closing)
Angela Demas	Operations Officer	LCSHE	
Mariana Montiel	Sr. Counsel	LEGLA	Lawyer
Fabiola Altimari Montiel	Sr. Counsel	LEGLA	Lawyer
Andreas Blom	Education Economist	LCSHE	Economist
Que P. Bui	Procurement Assistant	LCSHH	Procurement
Henry Forero Ramirez	Senior Information Officer	CITPO	Technology
Patricia De la Fuente Hoyes	Senior Finance Officer	LOAFC	Fiduciary Specialist
Saman Karunaratne	Finance Analyst	LOADM	Disbursement Mgmt.
Svetlana V. Klimenko	Sr. Financial Mgmt. Specialist	LCSFM	Financial Mgmt.
Judith C. Morroy	Consultant	LCSPT	Procurement
Rachel McColgan	Country Officer	LCC3C	
Marta G. Ospina	Consultant	LCSPT	Procurement
Rolande Simone Pryce	Country Officer	LCC3C	
Nazumi Takeda	E T Consultant	LCSHE	ICR Main Author
Aracelly G. Woodall	Senior Program Assistant	LCSHE	Costing Specialist
Jorge Mesa	Consultant	Consultant	Architect

(b) Staff Time and Cost

Stage of Project Cycle[23]	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY00		0.00
FY01		0.00
FY02		0.00
Total:		0.00
Supervision/ICR		
FY03	7	29.21
FY04	13	42.59
FY05	20	94.18
FY06	13	67.66
FY07	16	89.17
FY08	10	58.34
FY09	8	0.00
Total:	87	381.15

[23] The staff cost and time for a lending stage of the St. Lucia OEDP are not available, since the preparation of the Project was carried out under the whole OEDP APL (P070071) involving St. Lucia, St. Kitts and Nevis, St. Vincent and the Grenadines, Dominica, and Grenada.

Annex 5. Beneficiary Survey Results

(if any)

N/A

Annex 6. Stakeholder Workshop Report and Results
(if any)

N/A

Annex 7. Summary of Borrower’s ICR and/or Comments on Draft ICR

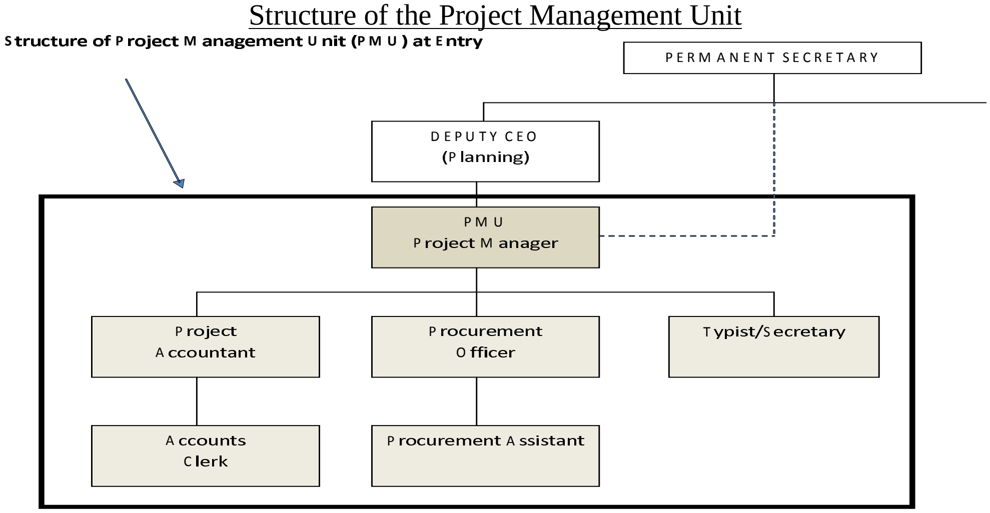
The borrower has provided the completion report, which is summarized below.

1. PROJECT CONTEXT, DEVELOPMENT OBJECTIVES, AND DESIGN

The island states of the Organization of Eastern Caribbean States (OECS) face considerable development challenges due to their small size and extreme vulnerability to external shocks and natural disasters. These small countries continue to experience persistent poverty to varying degrees and in 2002 the poverty index using locally defined poverty lines for St. Lucia was recorded at 25.1% - which ranges from about 6 to 12 percentage points lower than those of sister OECS territories of Dominica, Grenada, St. Kitts and Nevis and St. Vincent and the Grenadines. All the OECS territories identified the education sector as pivotal in their strategy to mitigate poverty through investing in the development of human capital as their strategic focus. “The overall program objective was to build human capital in the OECS, which in turn is expected to contribute to the diversification of their economy and more sustainable growth.” The OECS Education Development Project (OEDP) was designed to assist with meeting this objective. The main objectives of the OEDP for St. Lucia were as follows:

- Provide equitable access to secondary education by constructing new schools and expanding and rehabilitating select schools in under-served areas;
- Improve the quality of the secondary school level by focusing on curriculum reform, teacher training, improve student evaluation including continuous assessment; enhance learning spaces and implementing psychosocial support programs for needy children.
- Strengthen the management of the education sector through the establishment of an EMIS, capacity development at the district level to improve management and mitigate inequities and inequalities among schools; and
- Build on strides made in earlier education projects to lay the basis for the attainment of Universal Secondary Education (USE).

Structure of the Project Management Unit



2: KEY FACTORS AFFECTING IMPLEMENTATION

Prevailing Economic factors*:* The St. Lucia OEDP, like other development projects in the Caribbean Region, was implemented at a time when the prevailing economic thrust was buttressed by a construction boom. With the venue preparations for the Caribbean's hosting of Cricket World Cup in early 2007, and China's preparation for hosting the 2008 Olympics, the construction program under the St. Lucia OEDP was significantly affected by the availability and escalating cost of construction materials. It is instructive to note, for example, the cost of cement moved from XCD12.00 per bag in 2003 to XCD22.00 by 2006. The construction boom also engendered an unprecedented competition for skilled labor from as early as January 2006, thus the level of wages became a major factor in attracting and retaining workers. Consequently, the civil works program of the Project was affected from as early as 2004.

2.1 Design and Preparation

The OEDP employed a three tiered project design, namely, (a) Access and Equity, (b) Quality, and (c) Management. Each tier or component comprised several activities. While the original project design was comprehensive, it was also clear from the onset that implementation of the "Quality" components would be challenging to the project implementing team. Thus, the services of a Planning Officer within the Ministry of Education were made available to assist the project team with the coordination of the Quality components of the project.

A broad-based Project Preparation Team lead by the Deputy Chief Education Officer for Planning and including representatives of the Ministry for Planning and the Principals' Association had responsibility for project preparation. The team approach to project preparation proved quite instructive and contributed to securing buy-in and support for project activities.

The Project Preparation Facility (PPF) was intended to fast-track the preparation of the project, but this was not realized. The very narrow window provided to utilize the funds and the delay in accessing the funds resulted in the rolling over into the actual project several activities earmarked for the PPF phase. Additionally, the preparatory studies conducted prior to the commencement of the project did little to inform the final design the project.

The participation of DFID in the OEDP was nebulous at first. The areas identified for DFID participation reflected a more sub-regional outlook. It was often felt that the DFID supported components were not sufficiently reflective of the local needs. At first DFID attempted to provide a set of harmonized project activities within the beneficiary states. However, it quickly became evident that programs would have to be tailored to the specific needs of individual states.

Site selection and site preparation for school construction did not progress to the anticipated advanced stage prior to project launch. This fact alone may have served to impact negatively on the pace of the construction phase of the project, and the underlying cause of a long delay in the commencement and completion of the new schools.

2.2 Implementation Stages*:*

2.2.1 Support Services to Secondary Students

The establishment of the Student Support Services Unit (SSSU) sought to offer a proactive approach to providing vital services to students ‘at risk’. The unit emerged from the consolidation of several psychosocial services in one location to serve students at risk for underachievement due to poverty, disability, and risk-taking behaviors. The Textbook Rental Program established in secondary schools in 2005, the Special Education Program targeting both primary and secondary school students, the Counseling Program and School Improvement Projects all achieved success in mitigating the plight of disadvantaged and at-risk students. Government of St. Lucia (GOSL) commenced in 2007 complementary support services in the form of a transportation subsidy.

From the feedback obtained from both principals and teachers, the transportation subsidy has tremendously improved school attendance and punctuality of students. Some attendant challenges still face the MoE with regard to the efficiencies of these programs, notably the selection and utilization of textbooks in the Textbook Rental Program and the need for training of regular class teachers in dealing with students with diverse needs including special education.

The adjustment made to the training plan by bringing the training provider into the country rather than facilitating “eight (8) counselors in overseas programs between 2003 and 2006”, ensured the training of twenty five (25) counselors and strengthened the capacity of the eight district counselors to provide much needed counseling assistance at the primary school level. Using a similar methodology forty (40) teachers were trained to the certificate level in special education.

Counselors trained to the Masters level under the Lynchburg program have been deployed at each district office and at each secondary school except for two schools where they demitted their positions. Suggestions have been made for the appointment of trained school social workers to complement the work of the school counselors and the school attendance counselor.

2.2.2 Literacy and Numeracy Improvement Programs

The strategic role that the OEDP Regional Steering Committee meetings played to guide the Ministries’ quality initiatives under the OEDP and the quality of expert services by way of output under the Literacy and Numeracy programs were considered satisfactory. A Literacy task Force was set up to work with the consultant to develop the literacy policy and plan. The same was done for Numeracy. Literacy and Numeracy Coordinators were installed at all primary and secondary schools and training was provided. Both the

Literacy and Numeracy coordinators reported that their impact at the school level is hampered by the unavailability of appropriate instructional courseware.

The MOE has determined that the Literacy and Numeracy policies would benefit from wider stakeholder feedback and as such the draft documents have been widely circulated. Finalisation of both documents is expected by March 31, 2009.

2.2.3 Continuous Assessment

The objective of this component was to improve student assessment in the primary schools. It is anticipated that the model of school-based assessment (SBA) developed for Grades 2 and 4 will contribute up to 20% of students' MST scores. This component commenced with the establishment of a technical team comprising curriculum officers of the Curriculum and Materials Development Unit (CAMDU), teachers qualified to the Bachelor of Education level, and functionaries of the Educational Evaluation and Assessment Unit (EEAU). The team developed an Assessment Guide to conduct training in school-based assessment, and this was disseminated to all primary schools. Meetings were held with all major stakeholders including parents and the public. In May 2007, seventeen (17) trainers from the eight educational districts were trained in continuous assessment. The training of sixty three (63) primary school principals and a cohort of three hundred and ten (310) teachers of Grades 2 and 4 teachers was facilitated from May to June 2007. SBA task writing teams consisting of primary school teachers and principals were also established. Training of moderators and SBA task writers was achieved in early 2008, and the piloting of the entire SBA model realized a successfully completed Term 1 phase and looks forward to a successful completion of the Term 2 phase in 2009.

2.2.4 Curriculum Reform: Lower Secondary Curriculum

Final drafts of the Lower Secondary School Curricula have been completed for Language Arts, Social Studies, Mathematics, Design & Technology, Business Education, Theatre Arts, Modern Languages, Music and Physical Education. The standardized curricula in their draft forms have been introduced in secondary schools for field testing. Teachers have requested greater support from the Ministry of Education, a more hands-on approach and the need for monitoring during this phase. One complaint by teachers was that the recommended texts for the lower forms are not entirely in sync with the new curricula; however teachers were enthused about the modular structure of the curriculum document and eagerly await their finalization.

CXC's introduction of the new Caribbean Certificate of Secondary Level Competence (CCSLC) served to confuse the issue within St. Lucian secondary schools with regard to which of the two curricula should be implemented. Some schools have resorted to using material from both lower secondary curricula. A policy decision on the implementation of the CCSLC, the review of the Lower Secondary School Curricula and the finalization of the National Curriculum and Assessment framework are crucial next steps in this process.

2.2.5 Education Management Information System (EMIS)

This component is fundamental to the improvement in governance and management from the school and district levels to the Ministry level, through improved efficiencies in school and student data gathering, processing and retrieval using appropriate software. Under the OEDP there was one failed attempt to procure the EMIS software due mainly to insufficient fund allocation. Presently, the EMIS has been successfully installed at all secondary schools. It is supported at the school level by an EMIS Coordinator who has been duly trained for the role. Secretaries and principals have also received training; however the MoE recognizes that ongoing training for personnel at the school level is necessary for sustaining effectiveness. Additionally, training for teachers is identified as the crucial next step.

A timetabling module would not constitute the package of modules in the EMIS. At the time of bidding, the supplier offered a scheduling module which was initially accepted as tantamount to a timetabling module. During installation and training it was discovered that the scheduling module was too limited in functionality and that a full timetabling module was required. The timetabling module is much sought after as the Ministry believes that proper scheduling can engender significant levels of efficiency in staff deployment and resource utilization at the school level. The EMIS supplier has indicated its willingness to work outside of its contractual arrangements with the Ministry to upgrade its scheduling module to a full-fledged timetabling module.

2.2.6 School Development Planning

The OEDP facilitated training for school principals, vice principals and senior teachers in the form of workshops. Following school visits and an examination of sample school development plans the MoE produced a booklet on School Development Planning consisting of a compendium of fundamental strategies for planning and guidelines for the involvement of parents and students in the planning process. Training of district education officers to enable their support for school level planning was undertaken.

2.2.7 School-based Improvement Projects

The introduction of School Improvement Projects (SIPs) at the secondary schools was one of the ways that secondary schools implemented projects emanating from School Development Plans. Two types of projects were encouraged: STAR – Students Taking Action for Results, and LEAP – Learning Enhancement Action Projects.

In the early years of the OEDP, it was recognized that schools were extremely tardy in embarking on SIPs mainly due to unfamiliarity with or lack of information about the existence of the grant scheme. To spur schools' interests, the protocols for approving school projects were significantly modified as it was felt that the original procedures appeared daunting to schools. Thus, a more user-friendly SIP manual was developed and project approval procedures simplified. Between 2003 and 2008, several attempts were made to inform principals of the existence of the grant for school improvement. Such attempts included presentations to principals, district level meetings and visits to school by the Planning Officer in the MOE. The paucity of projects received in the early project years could only be attributed to a lack of intra-school communication. MoE then took the message directly to students by convening a two-day Secondary Schools' Convocation for students in April 2008. A flurry of project proposals followed that meeting.

2.2.8 Teacher Training

The conceptualization of the required teacher training was geared towards priority subject areas with due regard to core curriculum issues, information technology, continuous assessment strategies, and student-centred learning. Feedback from teachers indicate that more focused training at the school level as well as closer monitoring of the introduction of the new curricula are required.

The collaborative approach to the implementation of the teacher training component between the MoE and the Division of Teacher Education and Educational Administration of the Sir Arthur Lewis Community College never materialized. The reason is summed up in the following excerpt from the World Bank Aide Memoire of 4-6 April, 2005:

> *"<u>Teacher Training</u>: Following last November's Output to Purpose Review of the OEDP by DFID, it was recommended that the teacher training output be removed from the DFID log frame. However, the resources would be retained for teacher training activities still taking place under other components, especially in the areas of curriculum, literacy and numeracy, and student assessment. MOE staff from across the islands and Bank and DFID representatives participated in this decision.*

2.2.9 Learning Resource Centres

The concept of the learning resource centre continued to evolve during project implementation. A study tour in mid-April 2007 by a team of four education officials to learning resource centres in the greater Washington D.C. helped to further crystallize the concept. The LRCs represent a paradigm shift from the traditional 'school library'. The job descriptions and nomenclature for the persons to coordinate the activities of these centres were also not finalized until late in project implementation. The nomenclature of

Learning Resource Centre Coordinator as used in the project documents was deemed inappropriate since no such positions exist within the staffing structure of schools. The new designation adopted is Learning Resource Centre Teacher and allows the Ministry to deploy competent teachers to coordinate the activities of the LRCs in the various secondary schools.

The contracting of an online database service for core reference materials for LRCs in all secondary schools was completed in 2008. Additionally, the planned modular training programs designed to address information literacy, information communication technology, media and pedagogy for Learning Resource Centre Teachers are being fine-tuned for implementation in 2009.

2.2.10 New School Construction and Expansion of Access for Secondary Education

The Gros Islet and Anse la Raye/Marigot secondary schools were built to accommodate an enrolment of 700 students each; the Clendon Mason Secondary (Dennery) an enrolment capacity increase of 105 students, and the new Grande Riviere Secondary (Dennery) an enrolment capacity of 700.

In general the design element for new schools was considered highly satisfactory with regard to the locations and accommodation. The locations proved responsive to the demographic demands of underserved secondary school places. Increased transition to secondary schools from primary school level registered 75% in 2005/2006, 88% in 2006/2007, 94% in 2008/2009 against the baseline of 69% in 2001. Implementing the civil works program was seriously challenged by the frontloading of a considerable volume of individual work contracts. This posed a challenge for supervision and the completeness of the tender documents.

The assumptions made for the schedule of major school construction as outlined in Annex 4B of the Project Appraisal Document could not apply. The expectation that the first school would be completed in 2004-2005; the second in 2005-2006, and both schools would be filled in three years was not realized. The timeline for construction of the new schools was considered ambitious and impractical. Allowing 11 months for the construction of such facilities was unrealistic given our previous experiences where smaller structures had taken 15 – 18 months to be completed. Considerable time and resources were spent on supervision and quality control management because of the several construction contracts which ultimately required extensions of time and budget.

There was also a late start to the construction program due mainly to the following:

- prolonged conjecture over the location of each new school;
- late issuance of the draft Design Guidelines due to uncertainty of funding to support the effort of the Technical Working Team;
- chronic issue of relocation and compensation of squatters; and
- relative inexperience of the Supervision Consultants and Project Management Consultant with regard to the Ministry of Finance (MoF) procurement requirements and fiscal protocols for public sector contracts.

This excerpt from the World Bank's Aide Memoire of 19-21 January 2004 on the delays experienced in the definition of the site for the Anse la Raye Secondary school refers:

> *"While these policy shifts have been the source of some delays to date, the decisions made should now allow the project to move forward at a faster pace. Once again, the DFID-funded activities are fully underway and moving well, but the World Bank-funded activities (primarily procurement of civil works-related services) are experiencing an eight-month delay. The Mission expressed grave concern regarding the continued delays in the definition of the site for new school construction in Anse La Raye."*

Procurement of goods and services were generally smooth except for instances where contract increases needed to be facilitated. In the area of civil works, the price of steel reinforcement and cement escalated over the period of construction and this made progress more challenging.

The preparation of the draft Design Guidelines to provide due guidance to appropriate architectural design of the new schools should have been completed prior to project effectiveness, as required by the schedule of project activities. Several functionaries were drawn from the various public sector Ministries to work on the document. Funding in the amount of XCD20,000.00 was available in the Project Preparation Facility to support the development of the design guidelines. However, difficulties in accessing the PPF prior to project launch hampered the work of the team. Thus, functionaries from this point regarded the work associated with the preparation of the Design Guidelines as extra unremunerated effort and interest further waned.

Some of the challenges which affected the construction programs during construction were:

- incompleteness of construction contracts issued by the Project Management Consultant;
- compromised schedule of normal basic amenities for new schools such as fire-detection and fire-fighting equipment, adequate reservoir of water for consumption and proper sanitation because of perceived budgetary constraints;
- less than optimal effectiveness of the two Clerk-of-Works at the new secondary schools while they were under construction;
- prevailing adverse weather conditions since most construction programs commenced in the wet season and hurricane season;

- weaknesses in the consultant's supervision of a few difficult contractors; and
- inherent lack of effective coordination within both supervision consultant groups, particularly the group supervising the rehabilitation program, resulting in less than optimal supervision team dynamics.

Based on candid discussion with the supervision consultants, a recommendation is being made for contracting resident civil engineers in early to mid-career in lieu of Clerk-of-Works to monitor large projects.

A Project Advisory Committee (PAC) was appointed to serve the OEDP from the outset. Project Advisory Committees in the Ministry of Education have not been very productive. This is one of the key shortcomings cited from the implementation of the Education Reform Project (BERP) - the forerunner to the OEDP. The recommendation was in favour of the more enabling Project Steering Committee (PSC). In 2005, the Project Advisory Committee (PAC) of the OEDP was transformed into a Project Steering Committee (PSC). This move was expected to expand the committee's responsibilities beyond its original advisory role, improve communication and accountability, and secure greater involvement of stakeholders in project implementation

2.3 The Next Phase

2.3.1 Increase access to secondary education:

- Undertaking Phase 3 of the Grande Riviere Secondary. The Phase 3 includes external works to the school environs and rehabilitation of the Administrative Block B.
- Municipal drainage works had been requested from the Ministry of Communications, Works, Transport and Public Utilities as early as 2006, for channeling waste water ponding along the frontage of the Gros Islet Secondary. Additionally, the same ministry was written to in 2008 regarding the rechanneling of runoff from the Marigot Road which presently has been deemed the cause of much land slippage at the Marigot Secondary School. To date the Ministry of Communications, Works, Transport and Public Utilities has not responded to the request for assistance with drainage. Further drainage works at the Marigot Secondary to include a Pond Project to channel underground water from natural water springs in the vicinity of the Marigot School's auditorium will be undertaken by the Ministry of Education in collaboration with the Ministry of Agriculture.

2.3.2 EMIS

- The computer network readiness for secondary schools is earmarked for completion by February 2009. Training will continue for school principals, EMIS coordinators, secretaries and teachers in 2009. Development of a timetabling module in collaboration with the EMIS software during 2009.

2.3.3 Introduction of new Lower Secondary Standardised Curricula

- Some strategic decisions need to be taken by the MoE with regard to revision of the curricula, training of teachers and increased instructional supervision.

2.3.4 Finalisation of Literacy, Numeracy, Curriculum and Assessment Policies

- Finalization has commenced by action spearheaded by the Permanent Secretary who has sought feedback from the wider education sector and engaged the services of various professionals to coordinate these outstanding issues.

3. ASSESSMENT OF THE OUTCOMES; ACHIEVEMENT OF PROJECT OBJECTIVES

1. Increase access to secondary education:

Transition rate to secondary education showing 69% increases to 2001 to 82% in 2006, and the net enrolment rate in secondary schools showing an increase from 64% in 2001 to 77% by 2006.

In 2005/2006 the transition rate was recorded as 64 %, in 2006/2007 it increased to 88 %, and by 2007/2008 the rate rose to 94%. There was a notable increase in transition from primary to secondary school level leading to the declaration of "Universal Secondary Education" in 2006/07.

The net enrolment rate in secondary education in 2006/2007 was 76.3%. It is anticipated that the Net Enrolment Rate will increase as larger cohorts of students (of official secondary school age) move through the secondary school level. However, the introduction of universal secondary education and its attendant challenges from low achieving students affected some secondary schools.

2. Improve the quality of secondary education:

Proportion of students passing at least 5 CSEC exams (including English and Math) increased from 27% in 2001 to 40% by 2006.

Proportion of students passing at least 5 CSEC exams *(including English and Math)* increased to 36.5 % in 2006/2007 - a modest improvement. This indicator gives a snapshot of the number of students who leave school ready for entry level jobs and post-secondary education. Thus, it is common practice that a minimum of five CSEC passes (including English and Math) serve as the benchmark for completion of secondary education.

3. Improve management of education in schools:

Proportion of non-salary recurrent expenditure out of total recurrent expenditure increased from 13 percent in 2000 to 16 percent in 2006. Pupil-teacher ratio increased from 19:1 to 20:1 by 2006 (40 percent of teachers deployed).

Actual proportion of non-salary recurrent expenditure out of total recurrent expenditure increased to 14.6 percent in 2006/2007. This was a modest increase in the non-salary recurrent expenditure. Various salary increases awarded to public servants without concomitant increases in budgetary allocations were the main factor which militated against the realization of this indicator.

Student-teacher ratio of 17:1 was recorded for 2006/2007 and 17:1 for 2007/2008. By contrast, in 2000/2001, the student–teacher ratio was 19:1. With the increasing need for specialist teachers and curriculum expansion at the secondary school level, the overall student–teacher ratio of 20:1 may be difficult to achieve at this time.

4. Increasing Access:

2,205 new secondary school places created and new schools fully operational by 2006. Rehabilitated facilities completed by 2004 and expanded facilities occupied by 2005.

Two new secondary schools constructed and operational by 2007, three secondary schools expanded and eight existing secondary schools rehabilitated, and one senior primary school converted into a secondary school. A total of 2,520 new school places created. The Project surpassed its initial target.

5. Curriculum Enhancement:

Enhanced curricula in place and in use by 2003, relevant equipment installed and in use by 2004.

Draft Lower Secondary Curriculum documents produced and in all secondary schools from 2004/2005 academic year. The transition to the full use of the new curricula is being managed by the MoE. A partial achievement of the objectives was realized by the project.

6. Teachers trained in priority areas:

Teachers are yet to receive specific training in the introduction to the lower secondary curriculum. Further, analysis of the curricula would enable the delineation of targeted and specific training for teachers. Meanwhile, at least twenty four Learning Resource Centre teachers will continue training in media technology, information literacy, and about four of these will need to pursue pedagogical training.

7. Continuous assessment strategies designed and adopted:

The component performed well and continues to make strides in its training program, and by all accounts it will achieve its objectives, as the current momentum is most likely to be sustained by CAMDU and EEAU.

8. Learning spaces established or upgraded, including resource learning centres, Information Technology and science labs, technical workrooms, equipment and materials:

The project met its targets for planned upgrading and establishment of learning spaces and in some instances surpassed the targets. New learning resource centres (LRCs) were established at six schools, and existing libraries were upgraded at five more schools. Other schools raised funds and used SIPs to convert existing spaces into functional LRCs, and one school received a new LRC from Government funding. In addition, Science labs and prep-rooms in newly constructed or rehabilitated secondary schools were provided with science equipment and supplies. All schools possess internet connection and able to access the procured online database.

9. Support services to secondary school students expanded:

The enhanced opportunities offered to students because of the availability of teachers trained in Special Education, Guidance Counseling, and the risk-mitigating strategies of the textbook rental program have been successfully incorporated into educational services. The additional support from the Government with respect to the transport subsidy has enhanced the vital interventions made by the Project to provide essential support services to students.

10. Literacy and Numeracy enhancement programs established at the primary level:

There are at present certain challenges faced by Literacy/Numeracy coordinators at the school level. Teachers are implementing the National Literacy Plan in an ad hoc manner. In this regard, the objectives of the Project have been partially met. The recommendation is for strengthening Literacy/Numeracy Coordinators by providing the necessary instructional resources at the school level and enabling conditions for Coordinators to avail themselves of accessible on-line training. Additionally, a Handbook for numeracy coordinators was developed as under the project.

11. School Planning operational in all schools and SIPs organized:

As early as December 2003, a guide for supporting schools was produced, and in October 2004 the document 'Educational Development Planning' was produced. School Development Planning proved very successful.

12. Information System (EMIS) expanded:

The procurement of the EMIS was very successful. The training of principals, vice-principals, secretaries, teachers and coordinators and the expected school-based computer network system at every secondary school in early 2009 will support the EMIS effort. The EMIS should play a pivotal role in improved information management for improved education management and governance. Each secondary school is currently equipped with the requisite hardware and software and an EMIS coordinator. As previously mentioned, a timetabling module is being developed to complement the software package.

13. District Offices strengthened to support improved management and governance of schools:

All District Offices were furnished with electronic and other equipment under the OEDP to complement what had been previously provided under the Basic Education Reform Project. Under the DFID funded component of the OEDP, all District Education Officers received secondary school management training, and four education officers benefited from a study tour in school supervision in the United Kingdom.

4: ASSESSMENT OF RISKS TO DEVELOPMENT OUTCOMES

Sustainability of the quality components particularly in the strides made in establishing the Student Support Services Unit (SSSU) is important to the MoE. The following need to be well thought out and institutionalized to maximize on funds and effort expended in this domain:

- Institutionalization of integrated planning among the various support services which constitute the Student Support Services Unit;
- A Head/Chief counselor be identified to provide support to newly trained counselors in the sector and to coordinate the schools' counseling program;
- The ratification, dissemination and enforcement of all policies developed under the Project;
- Adherence to the maintenance policy and plan for newly constructed and rehabilitated buildings are critical for sustainability of the government's investments in infrastructure.

A 'below average' risk is associated with the implementation of the aforementioned activities.

5: ASSESSMENT OF THE BANK'S, DFID AND GOVERNMENT PERFORMANCE DURING THE PREPARATION AND IMPLEMENTATION OF THE PROJECT

The performance of the World Bank, DFID and the Government of St. Lucia can be deemed highly satisfactory overall. The Project always received the necessary support and direction from the financing partners, and the communication flow among partners was commendable. The response time to some unforeseen issues encountered by the Project in the areas of financial management, and procurement of goods, services and civil works was always acceptable.

The Government's performance in terms of the support to project implementation from the Ministry of Finance (MoF) is rated overall as highly satisfactory. The harmonization of the procurement rules and regulations with those of internationally recognized best practice in procurement was a most commendable enabling accomplishment of the Ministry of Finance. The annually scheduled bi-monthly meetings of the Central Tenders Board from the originally scheduled monthly meeting greatly enhanced the pace of implementation of the OEDP. The scheduling regulations put in place to guide the receipt of submissions and supporting documentation from line Ministries for approvals of the Board oiled the wheels of project implementation. Counterpart funding was always available and on time.

Support implementation provided by the leadership of the Ministry of Education itself is recognized to have been effectively sustained over the years. Using an aggressively sustained consultation process in 2003, the leadership was able to advance the selection process of supervision consultants along international competitive bidding guidelines. A few other key issues included:

- The untimely death a lead consultant and the grave illness of another affected the civil works programme. A replacement at the eleventh hour was sourced from Trinidad & Tobago, who was in turn swiftly replaced by a local firm because of doubtful professional standards.

- Supervision consultants' reluctance to consider best practice in international procurement by awarding a tender to the lowest evaluated bid and not to the lowest bid examined. The Project Management team recognizes that the World Bank may have overlooked this declaration in correspondence received from the Project Management Consultant.

- Ineffective communication among team members of the Supervision Consultants leading to a slow pace of implementation.

- Lack of enforcement of the contract clauses by the Supervision Consultants in some cases resulting in inefficiency

DFID Support to the OECS Education Development Project

"As part of its commitment to promoting better educational opportunities for poor people, DFID has offered its support for the OEDP and, in particular, to address the problems of low achievement, poor quality and high equity that evidently plague the education systems of the individual countries of the sub-region." (PAD – Report No. 24159-lAC).

The DFID consultancies were partially successful in the areas of Literacy, Numeracy, Continuous Student Assessment, Student Support Services, the development of a set of standardized lower secondary curricula as well as an EMIS. Also, the St. Lucia education system benefited from efforts accruing from the harmonized approach to sharing of knowledge and best practice in the region, and collaborative training sessions through the establishment of a Regional Project Steering Committee with the Chief Education Officer as its national coordinator.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Unofficial comments were provided by the DfID staff at the time of project preparation and implementation, and the comments have been incorporated in the main text of the ICR. Additional comments are provided below:

Donor Coordination. In St. Lucia, as in the other OEDP participating countries, the Project was conceptually viewed by most MOE staff as two separate projects. The DfID funded components were often referred to as the OEDP, since they were implemented simultaneously in the participating countries. The components funded by the Bank were often referred to as the World Bank project since a separate project document and loan agreement were developed at different times for each individual country. This may have allowed little opportuny for collaboration in implementation, except for sharing experiences. Different procurement arrangements by the Bank and DfID could also have added some confusion, particularly in cases where an activity funded by one donor required additional funding by the other donor to complete it, expand it, or to extend it to other beneficiaries; as is the case for the curriculum component.

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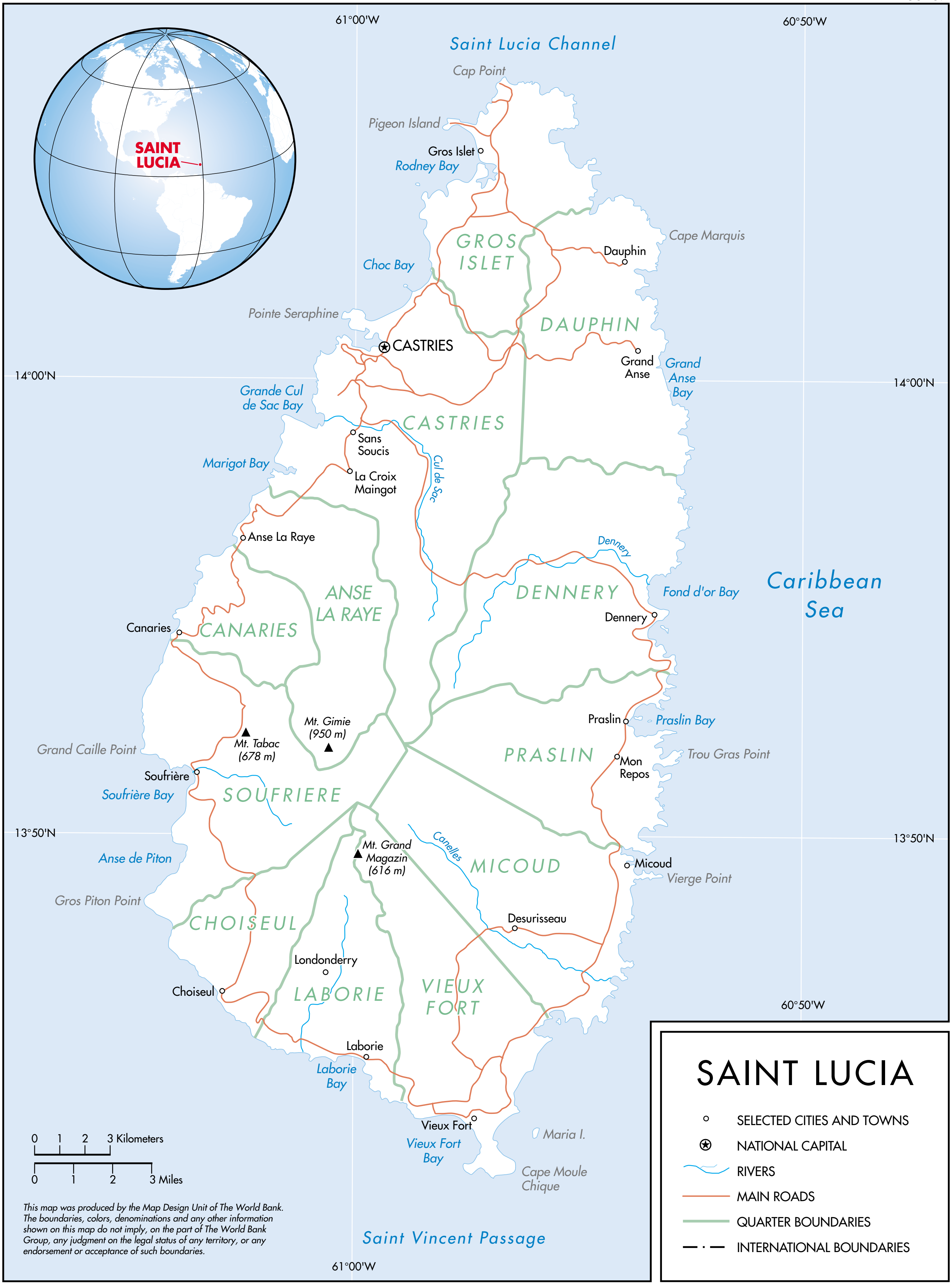

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