



Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 16-Mar-2017 | Report No: ISDSA21131



BASIC INFORMATION

A. Basic Project Data

Country St. Vincent and the Grenadines	Project ID P154253	Project Name Human Development Service Delivery Project	Parent Project ID (if any)
Region LATIN AMERICA AND CARIBBEAN	Estimated Appraisal Date 20-Mar-2017	Estimated Board Date 25-May-2017	Practice Area (Lead) Social Protection & Labor
Lending Instrument Investment Project Financing	Borrower(s) Ministry of Economic Planning, Sustainable Development, Industry, Information and Labour	Implementing Agency Ministry of Education Youth and Sports, Ministry of National Mobilization, Social Development, Family, Gender Affairs, Persons with Disabili	

Proposed Development Objective(s)

The objective of the proposed Project is to strengthen the quality of service delivery in education, improve the efficiency of social protection systems, and improve the effectiveness of labor market systems.

Components

- Component 1: Strengthening pedagogy for basic education, special needs education and TVET teachers
- Component 2: Building Responsive Social Protection Service Delivery Systems
- Component 3: Strengthening Labor Market Systems and Improving Skills Training of Poor and Vulnerable Populations
- Component 4: Project Implementation, Monitoring and Evaluation

Financing (in USD Million)

Financing Source	Amount
International Development Association (IDA)	10.70
Total Project Cost	10.70

Environmental Assessment Category

C - Not Required

Decision

The review did authorize the preparation to continue



Other Decision (as needed)

B. Introduction and Context

Country Context

- 1. St Vincent and the Grenadines (SVG) is a small¹ open economy that has struggled with high climate risk and natural hazards, as well as vulnerability to economic shocks and volatile growth patterns which often have debilitating effects on livelihoods, particularly for the poorest.** Since the 1980s, growth rates have oscillated significantly, often in response to external macroeconomic trends and climate shocks. The 2008-9 financial crisis and repeated climate shocks have had an incapacitating effect on SVG's economy. In 2006, before the crisis struck, SVG enjoyed a gross domestic product (GDP) growth of 7.66 percent. Growth would later plummet to its lowest point of -3.35 percent in 2010. It has rebounded since, though modestly, at 1.6 percent in 2015, according to the latest World Bank estimates. Public debt has increased steadily since 2008 – from 57 percent of GDP at end-2008 to 74 percent of GDP at the end of 2015.² Losses from hydro-meteorological disasters were estimated at US\$11.3 million between 1995 and 2014, and an annual average loss of approximately 1.3 percent of GDP.³ Also, if current climatic trends continue, extreme events are expected to become more frequent and result in greater fiscal impacts.⁴
- 2. Despite this context, the country has achieved significant human development milestones.** According to the United Nations Development Program's (UNDP) Human Development Index (HDI) classification, SVG's HDI rank, which steadily increased from 0.697 in 2000 to 0.72 in 2014, is considered high. Education coverage is almost universal at the primary and secondary levels, with boys' and girls' gross primary enrollment rates both over 100 percent and near-parity in secondary completion rates (91.1 percent of girls and 90.4 percent of boys).⁵ Ninety-nine percent of births are assisted by skilled health workers. The infant mortality rate was 16.6 (per 1,000) in 2015, although 10.6 percent of babies have low birth weight. Ninety-nine percent of children are fully immunized.⁶ These achievements have assisted the country's progress towards reaching the Sustainable Development Goals (SDGs).
- 3. While the successes in human development achievement are impressive, high levels of poverty and unemployment are still major development challenges that need to be addressed from multiple fronts.** The most recent available data indicates a 30.2 percent poverty rate in 2008. Given the effects of recent economic crises and natural disasters, poverty levels have likely varied significantly from this figure. However, an updated poverty assessment has not yet been completed, due to resource constraints.⁷ Targeted poverty-

¹Population of SVG is approximately 109,000.

²Factors include the global economic financial crisis, the construction of a new international airport, and damages caused by three natural disasters in 2010, 2011 and 2013. International Monetary Fund (2016) St. Vincent and the Grenadines: Staff Concluding Statement of the 2016 Article IV Mission, Washington, D.C.

³Sönke Kreft, et al, "Global Climate Risk Index 2016", Germanwatch, Nov 2015.

⁴Tompkins, Emma L and W. Neil Adger, "Does adaptive Management of Natural Disasters Enhance Resilience to Climate Change?" Ecology and Society (2): 10, 2004. <http://www.ecologyandsociety.org/vol9/iss2/art10>

⁵World Bank (2016) World Development Indicators @ <http://wdi.worldbank.org/tables>

⁶World Bank (2016) World Development Indicators @ <http://wdi.worldbank.org/tables>

⁷An enhanced Country Poverty Assessments (eCPA) is being planned for OECS countries, through technical assistance from the



reduction interventions are therefore not informed by current poverty data.⁸ A common trend is for the brunt of poverty to be felt by children and female headed households. For instance, in 2008, 48.2 percent of the poor were between 0-19 years. The lingering effects of the global financial crisis on unemployment is still evident, as the unemployment rate, particularly for women and youth is high. At 45.7 percent, youth unemployment is higher than in other Caribbean countries⁹ and almost twice the national average, with the dangerous implication that almost one in two young adults in SVG is unemployed. Female unemployment is also higher than in other countries of the Organisation of Eastern Caribbean States (OECS), with 26.5 percent of women unemployed, compared to 19.4 percent of men.

Sectoral and Institutional Context

4. **The human development (HD) sectors - Education, Social Protection and Labor - represent an important element of Government financing and programming in St Vincent and the Grenadines.** The country has a strong record of public provision of HD programs and services. Education accounted for 5.09 percent of GDP in 2010,¹⁰ and public education is fully subsidized from pre-primary to secondary levels. Expenditure on social assistance and labor programs was 2.1 percent of GDP in 2015, of which 1.7 percent went to social assistance programs. This compares favorably with Social Protection and Labor (SPL) spending trends in the OECS countries.¹¹ The country also has a strong record of providing social insurance. Expenditure on social insurance accounted for 2.9 percent of GDP in 2015.¹²

5. **Despite improvements in overall HD performance and adequate spending levels, SVG still faces challenges in ensuring effective and efficient delivery of services.** One of the key cross-cutting constraints relates to persistent information gaps which make informed decision-making weak in HD sectors. Such weaknesses limit the ability of systems to respond effectively. At the same time, low levels of economic growth in recent years are likely to translate into limited increases in government spending, so improvements in outcomes will be more dependent upon improvements in efficiency both in education and social protection sectors.

6. **While there is universal access to education in the SVG, many students are not acquiring basic skills.** Some of the underlying causes of low education quality are lack of clear teaching and learning standards and low capacity of both teachers and school leadership to use information on student learning to adjust pedagogy or to use classroom assessments to diagnose weaknesses in student learning. This leads to failure to address learning deficiencies before a student exits the system or transitions to the next grade. The problem is further aggravated for children with special needs, who are insufficiently integrated into mainstream schools. In

Caribbean Development Bank and World Bank. Resource availability for data collection is limited and St Vincent and the Grenadines is seeking use of financing from this Project to finance data collection for the new round of the eCPA.

⁸ Caribbean Development Bank. 2008. St Vincent and the Grenadines – Country Poverty Assessment 2007-2008

⁹ Among youth, the highest level of unemployment is in the 15-24 age group, which accounted for 42.7 percent of unemployed youth in 2014/5. This was higher than in other Caribbean countries including Jamaica (30.5 percent), Grenada (34.1 percent), and St Lucia (36.9 percent).

¹⁰ Edstats, <http://datatopics.worldbank.org/education/>

¹¹ Safety net assessments conducted for OECS countries in 2009-10 revealed spending on social assistance ranging from 1.3 percent to 3.2 percent. (World Bank, Unicef, UNWomen).

¹² The most recent year for which data was available.



addition, mainstream teachers are not trained, nor do they have the appropriate materials, to teach children with special needs.^{13,14}

7. The OECS countries have initiated several joint activities to address the challenge of low learning achievement as part of implementation of the OECS Regional Education Strategy. With the support of the Global Partnership for Education (GPE) grant, they have completed the implementation plan for the OECS Regional Education Strategy and have initiated the development of a harmonized curriculum, a learning assessment framework that includes formative assessments, and a process for clarifying learning standards based on the harmonized curriculum.¹⁵ The Grant will also support initial implementation of these activities at the country level.

8. SVG provides a large number of SPL programs and services to respond to a variety of risks faced by the poor and vulnerable, but program delivery is not guided by an overall SP policy. Programs include Public Assistance (PA), a principal cash transfer managed by the Ministry of National Mobilization, Social Development, the Family, Gender Affairs, Persons with Disabilities and Youth (MONM). PA alone provides 17 different benefits with overlapping criteria and purposes.¹⁶ The PA Act of 1990 is the only relevant legislation that applies the social safety nets, yet is irrelevant to the current and planned design of the PA program. Given the absence of an overall SP Policy, priorities and objectives for the sector are not clearly articulated, and efforts to reach the poor and vulnerable are uncoordinated and fragmented.

9. Coverage of the PA program is difficult to assess, compounded by apparent multiplication of benefits and constraints in providing comprehensive support to poor households. At the time of the last Country Poverty Assessment (CPA) in 2008, there were approximately over 32,000 poor persons in the country. Poverty data has not been updated since then, and the income-based assessment for determining eligibility is linked to thresholds from the last CPA exercise. In June 2016, there were 16,575 individuals (9,632 households) receiving one or more category of PA benefits. Assessment of the current benefit incidence is constrained by the absence of updated poverty data, and by significant data management issues with the current PA beneficiary registry that fails to record multiple benefits within a single household. Although the intake assessment is household-based, benefit delivery and support services are often individual-focused. Providing frequent follow-up to beneficiaries has been a challenge due to high caseload of case workers.

10. The country recently initiated several reforms to strengthen the social safety net (SSN), which to date remain incomplete due to capacity and resource constraints. These efforts were informed by recommendations from a 2010 SSN assessment to strengthen the system's performance, including the need to modernize service delivery; improve objectivity of targeting; reduce duplication of benefits; improve program monitoring and evaluation; and establish a policy foundation for the SP system.

11. The National Insurance Services (NIS), under the Ministry of Finance (MoF), provides a comprehensive package of long- and short-term benefits, as well as work-injury support. The social insurance system is a

¹³ See Education for All 2015 National Review Report: Saint Vincent and the Grenadines (<http://unesdoc.unesco.org/images/0023/002321/232118e.pdf>).

¹⁴ OECS Regional Education Strategy 2012-2021.

¹⁵ The OECS Education Sector Strategy is available at: <http://www.oecs.org/edmu-resources/oecs-education-strategy>.

¹⁶ Family Affairs Division, Procedural Manual. There is a household cap of EC\$800 (US\$296) per household, per month – but there are higher maximum benefit sizes for Medical Assistance (EC\$2,100 – US\$778) and Burial Assistance (EC\$2000 – US\$740).



partially funded Pay-As-You-Go system, currently covering about 34,000 employees and paying pension benefits to about 6,800 pensioners. According to the NIS, the annual contributions amount to US\$60 million, and the pension payments to about US\$56 million. The excess contributions are invested in a suite of financial instruments including deposits, loans, bonds and equities. In spite of improvements in business processes, additional support is needed in the NIS to strengthen its service delivery, information management, and data exchange with other Government institutions.

12. Skills training and labor market outcomes have been weak due to ad-hoc service delivery; program responses that are not sufficiently informed by the labor market data; outdated labor legislation; and capacity constraints. Despite the availability of job seekers in the labor market, employers have cited an inadequately educated workforce as a major obstacle to employment in the most recent enterprise survey (2010). In addition, the systems for delivering labor market programs, and responding to the needs of employers and job seekers in a coherent way, need strengthening. Schools are ill-equipped to provide TVET training and certification to students. Programs to facilitate skills upgrading of unemployed persons are often small-scale and depend on volatile donor funding. Skills training programs are implemented without being informed by relevant demand-side and supply-side data as implementing agencies lack the resources to carry out frequent labor demand and labor force surveys. Furthermore, there is limited assessment of program performance or impact.

13. The development of a strong Technical and Vocational Education and Training (TVET) framework is a strategic priority for the Government, and although there has been considerable progress on this front in recent years, key gaps remain. A Sector Skills Development Act was passed in 2010 and the TVET certification framework has been established, enabling the country to issue National Vocational Qualifications (NVQs) and Caribbean Vocational Qualifications (CVQs).¹⁷ The Ministry of Education, Youth and Sports (MOE), through the Sector Skills Development Agency (SSDA) and its secretariat, the National Qualifications Department (NQD) is responsible for developing and implementing TVET training programs, as well as NVQ and CVQ certification. The SSDA also delivers small-scale skills training to unemployed youth, through Training Institutes (TIs) under its jurisdiction, financed mainly by external donors.

14. The Labour Department, under the Ministry of Economic Planning, Sustainable Development, Industry, Information and Labour (MOEP), has overall responsibility to establish a workplace equipped to operate in a competitive environment; to disseminate accurate and timely information on the labor market, and to ensure that labor laws are upheld. However, challenges of outdated data and legislation, and limited capacity, have hampered the Department's ability to carry out its responsibilities effectively.

15. SVG will require more sustained support to: i) ensure that HD service delivery is effectively able to support the country's development objectives, ii) ensure efficiency gains in a climate of tight fiscal constraints; and iii) improve the relevance of HD programs to poor and vulnerable households who routinely face repeated shocks.

¹⁷ NVQs and CVQs are work-related, competence-based certifications, which trainees can be certified in after their performance of a work role is assessed against established Occupational Standards by trained and certified assessors. NVQs are recognized in the local territory where they are offered, while CVQs are recognized by CARICOM countries using in the Caribbean Association of National Training Agencies (CANTA) Framework. CVQs are CARICOM-approved occupational standards developed by industry experts and CVQ holders are able to seek employment in other CARICOM countries with available jobs. NVQs and CVQs are offered from Level 1 (entry level/basic competency) to Level 5 (professional management/advanced competency).



C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The objective of the proposed Project is to strengthen the quality of service delivery in education, improve the efficiency of social protection systems, and improve the effectiveness of labor market systems.

Key Results

16. The following indicators will measure progress toward achieving the PDO:
 - (a) Percentage of primary and secondary teachers in SVG rated effective on classroom practices¹⁸
 - (b) Share of Public Assistance beneficiaries identified using the revised targeting tool
 - (c) Share of graduated trainees employed or in further training 6 months after training completion

D. Project Description

17. **The proposed Project would be structured around four components:**
18. **Component 1: Strengthening pedagogy for basic education, special needs education and TVET teachers (USD\$1.820 million).** This Component will aim to strengthen the capacity of teachers to deliver high quality of education and the capacity of school leaders to better monitor classroom and instructional practices for effective teaching. Based on the new assessment framework and guidelines developed under the project supporting the OECS Regional Education Strategy (P158836), teachers will be trained to conduct formative assessments and use them to target instruction. The Component will be delivered through two sub-components:
 - **Sub-component 1.1: Strengthening teaching capacity (USD\$1.474 million).**
 - **Sub-component 1.2: Developing capacity of school leaders (USD\$0.346 million).**
19. **Component 2: Building Responsive Social Protection Service Delivery Systems (US\$3.920 million).** This Component will aim to: (i) improve SPL service delivery instruments to support a household approach to providing safety net benefits; (ii) strengthen human resource capacity for provision of SPL programs and services; and (iii) enhance institutional mechanisms and strategy for more efficient, coordinated, and transparent service delivery, and improved communication and education strategies for safety net beneficiaries. The Project will also finance poverty data collection to ensure evidence-based decision making in identification of beneficiaries and program responses to address poverty challenges. The activities will be complemented by the recently approved Technical Assistance (TA) (P161103) financed through the Rapid

¹⁸ Effective teaching practices will be determined through classroom observation that uses guidance provided by Kane, Kerr, and Pianta (2014). *Designing Teacher Evaluation Systems: New Guidance from the Measures of Effective Teaching Project*. John Wiley & Sons. Baseline based on guidance from country statisticians on representative sampling will be established in December 2016 using Classroom Assessment Scoring System (CLASS) scores. Baseline will be established using Classroom Assessment Scoring System (CLASS) by April 2017.



Social Response Trust Fund (RSRTF) to improve emergency safety net response in times of disasters.¹⁹ The Project will provide support to three implementing agencies under this Component.

- **Sub-component 2.1: Support the MOEP to complete an enhanced Country Poverty Assessment (eCPA) (US\$0.8 million).**
- **Sub-component 2.2: Support to the MONM to Strengthen the SP System (US\$2.506 million).**
- **Sub-component 2.3: Support to the National Insurance Services (NIS) (US\$0.614 million).**

20. **Component 3: Strengthening Labor Market Systems and Improving Skills Training of Poor and Vulnerable Populations (US\$3.95 million).** This Component will support country efforts to improve labor market outcomes through the strengthening of the skills certification framework and providing training that is responsive to market needs. The Component will finance labor market data collection to inform training and labor market policy; direct delivery of TVET training to poor and unemployed persons; improvements in the learning environment for TVET education in selected schools; and technical assistance and investments to strengthen the overall institutional capacity and policy framework for a sustainable TVET and labor market system. There are two implementing agencies under this Component.

- **Sub-component 3.1: Support to the National Qualifications Department, MOE (US\$3.358 million).**
- **Sub-component 3.2: Support to the MOEP (US\$0.592 million).**

21. **Component 4: Project Implementation, Monitoring and Evaluation (US\$1.01 million).** This Component would finance activities related to the management of the Project to ensure its effective administration and implementation, and develop and put in place effective monitoring system.

E. Implementation

22. **The fiduciary aspects of the Project will be supported by institutional and implementation arrangements that are built on established mechanisms and based on lessons learned from other Bank-financed projects in OECs.** These arrangements will aim to ensure effective implementation and quality assurance of the Project.

23. **Given the multi-sectoral design of the Project, both the planning and implementation of Project's investments will require working across ministerial boundaries and close coordination at various levels.** The MOEP will be responsible for the management and coordination of the Project. The MOEP will engage a Project Coordinator who will be responsible for the day to day management of the Project. The Project Coordinator will report to the Director of Planning MOEP. An intergovernmental Project Steering Committee, comprised of representatives from each implementing agency, will be established and maintained throughout the Project. Also, each implementing agency will appoint a Focal Point for the Project in the agency who will work closely with the Project Coordinator in the MOEP. The fiduciary aspects of the Project will be managed by the PIU that is already operational in the MOEP. These arrangements are meant to provide strong Government ownership and oversight for the reforms supported by the Project, as well as to ensure improved coordination of HD sectors on a country level, which would further enhance service delivery systems supported by the Project.

¹⁹ The TA complements the Project by financing the analyses needed to identify options for systems improvements for a more adaptive and disaster-responsive system.



24. **The MOEP, the Ministry of Education, the Ministry of National Mobilization, and the National Insurance Service will be the implementing agencies for the Project.** These agencies will also be champions of the activities for which they are responsible, providing necessary technical support and guidance on their respective Project activities to enable smooth implementation. This will include the preparation of terms of reference (ToRs), activity scheduling, budgeting, selection of consultants/suppliers, some aspects of activity supervision, as well as result monitoring for their respective indicators. Each implementing agency will be required to submit a progress report on Project activities to MOEP. This will be done on a quarterly basis during the first two years of the Project, and bi-annually during the final 3 years for the Project. Representatives from each of these agencies have been identified to serve as Project Focal Points.

25. **The Project will support strengthened capacity of implementing agencies through financing training and knowledge exchange, and complementary support for Project execution where necessary.** Various training activities and knowledge exchange for implementing agency staff are detailed in the Project Description section of the Project Appraisal Document (PAD). Given the complexity of some components, some complementary support may be needed for implementing agencies to ensure effective implementation and monitoring of project activities. Given capacity constraints at the MONM, the Project will finance consultancy positions for the MONM to support Project Coordination, and for the roll-out of new service delivery tools. To ensure sustainability, an institutional assessment of MONM will also be financed to inform the human resource needs under the reformed processes. Consultant positions are expected to be replaced with permanent staff once this takes place.

F. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

NA

G. Environmental and Social Safeguards Specialists on the Team

M. Yaa Pokua Afriyie Oppong

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	The Project is proposed as C category. None of the Project-supported activities are expected to lead to any adverse environmental impacts. The Project will not involve any civil works or other activities that have environmental or social implications as per the Bank's safeguard policies.



Natural Habitats OP/BP 4.04	No	This policy is not triggered since no impact is expected on natural habitats.
Forests OP/BP 4.36	No	This policy is not triggered given that the project will not finance activities that affect forests.
Pest Management OP 4.09	No	This policy is not triggered because the project will not finance the purchase or use of pesticides.
Physical Cultural Resources OP/BP 4.11	No	The policy is not triggered because there are no project activities that will impact the quality or management of physical cultural resources as defined under the policy.
Indigenous Peoples OP/BP 4.10	No	Policy 4.10 is not triggered since there are no Indigenous Peoples within the project areas which meet the four criteria outlined in the Policy (OP4.10). , specifically: self-identification; collective attachment to geographically distinct habitats or ancestral territories; separate customary cultural, economic, social, or political institutions and; an indigenous language.
Involuntary Resettlement OP/BP 4.12	No	This policy is not triggered given that the project will not finance any physical works and therefore no land acquisition that would result in the impacts covered under OP 4.12, is anticipated.
Safety of Dams OP/BP 4.37	No	This policy is not triggered as the project will not finance any dams nor rely on the operations of existing dams.
Projects on International Waterways OP/BP 7.50	No	This policy is not triggered since the project will not finance activities that impact international waterways as defined by the policy.
Projects in Disputed Areas OP/BP 7.60	No	This policy is not triggered given that the project will not finance activities in disputed areas as defined by the policy.

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The proposed Project’s Environmental Assessment Category is rated C. None of the Project-supported activities are expected to lead to any adverse environmental impacts since these will not involve any civil works nor other activities that have environmental or social implications as per the Bank’s safeguard policies.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

The Project will aim at strengthening the climate co-benefits by improving the knowledge of climate resilience and



post-disaster response by integrating a pilot curriculum on climate resilience (developed under Regional Disaster Vulnerability Reduction Project; P117871) into the teacher training component of the Project. Also, Project activities related to strengthening of the safety net system will, in part, be informed by the currently on-going Rapid Social Response grant, which focuses on improving the effectiveness of the social safety net programs in responding to climate change and climate variability.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

NA

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

NA

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

NA

B. Disclosure Requirements

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)

The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank's Infoshop?

NA

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

NA



All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

NA

Have costs related to safeguard policy measures been included in the project cost?

NA

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

NA

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

NA

CONTACT POINT

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APPROVAL

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Approved By

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