

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

BARBADOS

STRENGTHENING HUMAN AND SOCIAL DEVELOPMENT IN BARBADOS

(BA-T1054)

TC DOCUMENT

This document was prepared by the Project team consisting of: Veronica Alaimo (LMK/CCH), team leader; Fernando Pavon (LMK/CJA), alternate team leader; Luis Tejerina (SCL/SPH); Natasha Boyce (CCB/CBA); Ethel Muhlstein; Tania Lucia Gaona (SCL/LMK); and Bettina Henning (LEG/SGO).

STRENGTHENING HUMAN AND SOCIAL DEVELOPMENT IN BARBADOS

BA-T1054

CERTIFICATION

I hereby certify that this operation was approved for financing under the **Ordinary Capital Strategic Development Program for Social Development (SOC)** through a communication dated May 11, 2018 and signed by Mariana Mendoza (ORP/GCM). Also, I certify that resources from said fund are available for up to **US\$150,000** in order to finance the activities described and budgeted in this document. This certification reserves resource for the referenced project for a period of six (6) calendar months counted from the date of eligibility from the funding source. If the project is not approved by the IDB within that period, the reserve of resources will be cancelled, except in the case a new certification is granted. The commitment and disbursement of these resources shall be made only by the Bank in US dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except in the case of local consultants working in their own borrowing member country who shall have their remuneration defined and paid in the currency of such country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this operation. Amounts greater than the certified amount may arise from commitments on contracts denominated in a currency other than the Fund currency, resulting in currency exchange rate differences, represent a risk that will not be absorbed by the Fund.

Certified by:

Sonia M. Rivera
Chief
Grants and Co-Financing Management Unit
ORP/GCM

Date

Approved by:

Carmen Pages-Serra
Division Chief
Labor Markets Division
SCL/LMK

Date

TC Document

I. Basic Information for TC

▪ Country/Region:	Barbados / CCB
▪ TC Name:	Strengthening Human and Social Development in Barbados
▪ TC Number:	BA-T1054
▪ Team Leader/Members:	Veronica Alaimo, team leader (LMK/CCH); Fernando Pavon (LMK/CJA), alternate team leader; Luis Tejerina (SCL/SPH); Natasha Boyce (CCB/CBA); Ethel Muhlstein (SCL/LMK); Tania Gaona (SCL/LMK); and Betina Hennig (LEG/SGO)
▪ Indicate if: Operational Support, Client Support, or Research & Dissemination	Operational Support (OS)
▪ If Operational Support TC, give number and name of Operation Supported by the TC:	Strengthening Human and Social Development in Barbados (BA-L1032, 3542/OC&CH-BA)
▪ Date of TC Abstract authorization:	May 11, 2018
▪ Beneficiary (countries or entities which are the recipient of the technical assistance):	Ministry of Social Care, Constituency Empowerment, and Community Development (MSCD) and Ministry of Labor, Social Security and Human Resource Development (MLSD) of the Government of Barbados.
▪ Executing Agency and contact name:	Inter-American Development Bank (IDB), Social Sector, Labor Markets Division (SCL/LMK). Verónica Alaimo, valaimo@iadb.org
▪ Donors providing funding (amount and Fund's name):	US\$150,000 from the Ordinary Capital Strategic Development Program for Social Development (SOC),
▪ IDB Funding Requested:	US\$150,000
▪ Local counterpart funding, if any:	0
▪ Disbursement and execution period:	30 months
▪ Required start date:	June 1, 2018
▪ Types of consultants:	Individual consultants
▪ Prepared by Unit:	Labor Markets Division (SCL/LMK)
▪ Unit of Disbursement Responsibility:	Labor Markets Division (SCL/LMK)
▪ TC Included in Country Strategy (y/n):	No
▪ TC included in CPD (y/n):	Yes
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	(i) social inclusion and equality; (ii) productivity and innovation; and (iii) strengthen public institutions' efforts to become more effective and efficient in social programming, group targeting, and social sector project execution.

II. Description of the Associated Loan/Guarantee

- 2.1 This Technical Cooperation (TC) will provide support to the Government of Barbados (GOB) for the implementation of the investment loan Strengthening Human and Social Development in Barbados (BA-L1032) (3542/OC&CH-BA). The loan with IDB is for US\$10,000,000 and was signed in December 2015.

- 2.2 As many other small Caribbean nations, Barbados has not fully recovered from the 2008 crisis¹ (CDB, 2015), and this economic stagnation has increased unemployment, particularly among the youth. Since 2010, Barbados has experienced rising poverty levels, yet falling inequality and extreme poverty levels. Despite slow economic growth since 2010, the Gini index has fallen from 0.43 to 0.32, a large decline for a six-year period. At the same time while extreme poverty has declined from 6.8% to 3.6%, total poverty has increased from 15.1% to 17.5%. Total unemployment in Barbados rose slightly from 9.9% to 11.1% between 2009 and 2015, but it grew significantly more for young workers (aged 15-24), rising from 23% in 2009 to 31% in 2015.
- 2.3 To revive economic performance, the GOB approved the “Human Resource Development Strategy 2011-2016: Developing National, Institutional and Human Capacity for Sustainable Growth” (HRD Strategy), aimed at increasing productivity through skills accumulation and in 2013, it approved the Medium-Term Growth and Development Strategy (MGDS) 2013-2020, focused on boosting output in key sectors. The loan was designed to further advance the objectives identified by the GOB in the MGDS 2013-2020 and the HRD Strategy 2011-2016 including specific actions to enable the GOB’s social and human development reforms. These reforms are aimed at reducing disparities and promoting social inclusion through a strengthened Social Safety Net System (SSN) and strengthening its Active Labour Market Policy (ALMP).
- 2.4 The five-year loan BA-L1032 (3542/OC&CH-BA) is in its third year of implementation and is focused on promoting social inclusion and the accumulation of human capital amongst the extreme poor and vulnerable, with the aim of achieving their productive labour market insertion. The Executing Agency (EA) is the Ministry of Social Care, Constituency Empowerment, and Community Development (MSCD) through the Project Execution Unit (PEU), which is responsible for the overall financial management and implementation of the program. The program has the following objectives: (i) reduce extreme poverty through the expansion and consolidation of the ISEE Bridge Program (IBP)²; (ii) reduce unemployment through improved employment services and demand-driven technical training; and (iii) create an efficient Management Information System (MIS) that connects programs executed by MSCD, Ministry of Labour, Social Security and Human Resource Development (MLSD) and related institutions.
- 2.5 The loan is divided into three components: **Component 1.** Expansion of IBP (US\$4.1 million) finances an expansion of the original pilot for IBP to cover 250 additional households in a period of four years, focusing on the following pillars: personal identification, education and human resources development, family dynamics and health promotion. The financing of this component includes the hiring of social workers to serve as Household Facilitators; the provision of health, education and counselling services to beneficiaries within the IBP; and provision of training and stipends for IBP beneficiaries to participate in specially-designed programmes to enhance literary, numeracy and communication skills. **Component 2.** Strengthening of ALMP (US\$3.7 million) finances: the professional development of Vocational

¹ Real GDP growth averaged 0.3% in 2010-2015 (WDI, 2018).

² The Identification, Stabilization, Enablement and Empowerment” (ISEE) Bridge (IBP) pilot is a program administered by the MSCD. The rationale behind the development of the IBP pilot was to provide a more intensive intervention for the extreme poor, who may be excluded from available programs and due to their condition require a closer, more intensive assistance including psychosocial support and program intermediation, which is not delivered by the existing national assistance programs. The IBP is a program of intense family case management for the extreme poor, designed after *Chile Puente*. MSCD conducted an IBP pilot with 30 beneficiary households lasting from 2012 to 2014. Part of its strategy was based on the connection with existing public services (e.g. education, health, training, etc.) The program focused on 7 critical pillars for social and human development: (i) personal identification; (ii) education and human resource development; (iii) health promotion; (iv) family dynamics; (v) housing conditions; (vi) employment; and (vii) income/social benefits.

Counsellors, the rebranding and marketing campaign for the Barbados Employment and Career Counselling Services (BECCS), formerly the National Employment Bureau (NEB); the improvement of services provided by BECCS, based on an institutional strengthening plan developed by MLSD; demand-driven technical courses for 540 unemployed and vulnerable youth, stipends for participants (to cover transportation and meals); and the development of a training package for one strategic sector. **Component 3.** Enhancing Institutional Capacity through a MIS (US\$1.45 million) is financing: (i) the design and implementation of an electronic MIS for MSCD, MLSD and related institutions (purchase of hardware and software; design; set-up; test; and maintenance); and (ii) specialized training for 200 public servants.

- 2.6 To date the targeting mechanism has been redesigned and is currently being used to better select IBP households. The mechanism combines the Proxy Means Test (PMT) with a revised version of the existing scorecard to eliminate criteria bias and a policy paper on means testing was drafted for approval by the Cabinet of Barbados. In accordance with the GOB Sustainable Recovery Plan, the targeting mechanism will be universally adopted by all social safety net agencies in July 2018. As of the Semi-Annual Progress Report July-Dec 2017 (SAPR), 105 households have been selected to participate in the IBP, providing services to 794 individuals. Under component 2, 1138 persons have received vocational counselling and 190 persons have been enrolled for technical training, with 91 persons having completed training. Under component 3, an interim MIS solution was developed and is currently in use.

III. Objectives and Justification of the TC

- 3.1 The objective of this TC is to provide support to the GOB to prepare inputs that will further facilitate the execution of the Loan BA-L1032 (3542/OC&CH-BA). There is the need for technical and operational assistance to strengthen the inter-agency coordination and collaboration as well as IT support that will facilitate the successful completion of the program. Specifically, the TC will support: (i) improved access to an enhanced literacy, numeracy and life skills program through the development of a flexible blended-learning program; (ii) ensure the development of a package of basic information on the business process of the participating entities that would complement and facilitate the pending design of the MIS system; and (iii) project management, operational and administrative support for BA-L1032 and the execution of the TC. With this TC, the Bank will continue to provide support to implementation of the loan, in addition to what has already been provided by the TC BA-T1038 (ATN/OC-15048-BA). Support under BA-T1038 included: (i) the design of the targeting mechanism; (ii) the design of the criteria for the adult remedial learning programme; (iii) the diagnostic and bidding documents for the MIS; (iv) the stakeholder event for the launching of the new Public Employment Service (PES) – BECCS; (v) communications firm bidding documents; and (vi) the preparation and revision of the Program Operation Manual (POM) and other operational and technical support.
- 3.2 The initial review of the services required for IBP beneficiaries identified the need to enhance the literacy, numeracy and life skills in several households. During the initial phase of the project, a paper-based remedial programme, documenting criteria in these areas, was developed. In order to obtain optimal benefits, the next step would be to transition from the paper-based remedial programme to a fully blended-learning programme for the 250 ISEE Bridge beneficiaries that will participate in this program under Component 1 of BA-L1032. This will result in a system that is more easily

accessible to persons, an enhanced learning experience and will also expose participants to basic computer skills. A blended learning program would build the capacity of the training institutions to offer a robust and technology forward learning experience to students after the project is concluded.

- 3.3 The blended learning approach is one in which there is a dual learning experience, online and face-to-face. It is a formal learning program in which the individual learns in part through an online platform and they have an element of control over how, when and where they work. A blended learning program leverages the use of technology to personalize the learning experience and the learner gleans the benefits of both the traditional face-to-face models and the use of digital learning tools (Thorne, 2003). This approach is also in alignment with the strategy of the GOB for e-learning. The GOB, through the Ministry of Education Science Technology & Innovation (METI), created Trident Learning in response to the need for increased access to education for its citizens. Trident Learning is the GOB's e-platform for comprehensive open and distance education programme which facilitates institutions to offer a variety of blended and online courses. Trident Learning is hosted on Moodle, an open-source e-learning platform. Moodle is a course management system designed to provide educators, administrators and learners with a single robust, secure and integrated system that personalizes the learning environment. Through Moodle, the public has access to learning solutions that are delivered in a blended, and flexible format.
- 3.4 Component 3 of the loan BA-L1032 addresses the design and implementation of a MIS, which will focus on ensuring the efficient flow of information and facilitates case management across all the SSN agencies. The use of a standard case management system is premised on the harmonizing of business processes across the various SSN agencies and some coordination of services provided to beneficiaries. The current project addresses the hardware, software, roll-out and training for a MIS solution implemented through the services of a firm. However, there are some pre-implementation planning activities necessary to facilitate a smoother implementation and to garner a higher level of buy-in, including more detailed business process investigations, standardization and harmonization of data, tools, processes and taxonomies. Some of these activities will relate to the targeting mechanisms, processes for each of the social services offered, classification of cost structures, harmonizing reports and forms used, etc.
- 3.5 Under the regional TC "Modernizing Public Employment Services (PES) in Latin America and the Caribbean (LAC) - RG-T2604, ATN/KP-15244-RG, BECCS benefited from an initial technical consultation conducted by Korean Employment Information Service (KEIS) of the digitalized systems supporting the current national PES. The main objective of the consultancy was to explore the feasibility of the design and delivery of a modified version of the employment information system Worknet® that would be customized to meet the needs and requirements of Barbados. The GOB also had the opportunity to participate in two sets of training in South Korea, which provided crucial insight into Worknet®. The report was presented to the Minister, MLSD and the GOB has accepted the findings. The next step is to initiate the design of a front end online platform that will include: an online appointment system, employment exchange, assessment tool, online resource centre with links to other institutions and an e-help desk. This front-end user platform will be linked with the MIS. The analysis of the business processes for registration, appointments and assessments etc. will have to be linked back to the business process investigations referenced in 3.4 so that the systems operate in a synchronized manner.

- 3.6 The current TC is consistent with the Update to the Institutional Strategy (UIS) 2010-2020 (AB-3008) and is aligned with the development challenges of: (i) social inclusion and equality, by increasing access and use of employment services and diminishing inequities in the labor market; and (ii) productivity and innovation, by increasing equality, access and use of labor training, and life-long skills development, and labor intermediation services, specifically for inserting youth, and the unskilled into the workforce. The TC is aligned with Ordinary Capital Strategic Development Program for Social Development (SOC) (GN-2819-1) to strengthen public institutions' efforts to become more effective and efficient in social programming, group targeting, and social sector project execution. The TC is also aligned with the priorities of the sector strategy "Social Policy for Equity and Productivity" (GN-2588-4) by: Individuals (all, men, women, youth) benefited from programs to promote higher labor market productivity. It contributes to the goal of the IDB Country Strategy with Barbados 2015-2018 (GN-2812) to improve alignment between the labor supply and the needs of employers (strategic objective 4.4). The TC is consistent with the Labor Sector Framework Document (SFD) (GN-2741-7); it is aligned with the development challenge(s) of: (i) social inclusion and equality by providing inclusive services in education (remedial learning) and increasing access and use of employment services; and (ii) productivity and innovation, by increasing the quality, access and use of training and labor intermediation services.

IV. Description of activities/components and budget

- 4.1 This TC is divided into three components: **Component 1 - Development of a blended remedial learning package for ISEE Bridge beneficiaries and to sustainably build the capacity of training institutions.** The component will finance the further development of the blended-learning curricula, learning materials and platform for the enhanced literacy, numeracy life skills program, transitioning from the paper-based to a fully blended-learning program. Activities financed under this component include: (i) develop a flexible blended learning curricula for literacy, numeracy and life skills based on the existing criteria, tailored to the varying learning levels of potential recipients including those who may be considered illiterate; (ii) develop templates and samples of teaching materials, as well as, other primary and secondary resources including post assessment and templates for monitoring the progress of programme recipients electronically; and (iii) explore the feasibility of using Moodle as the online platform or identify compatible online platform for roll out of the blended program.
- 4.2 **Component 2 - Pre-implementation Planning and Support for the MIS & PES platforms.** This component will finance the business process planning with responsibilities for pre-implementation activities relating to business process refining, standardization and harmonization of the tools, forms, taxonomy and reporting. This process will allow for the articulation of the various strategies, processes, task lists, schedules and outputs required to achieve the objectives of the various entities. This body of work will contribute to the implementation of an effective and efficient MIS that will: (i) strengthen the coordination and accountability capacities of the public institutions involved in the Program; (ii) enhance the ability of the these agencies to effectively transition from, in most cases, primarily paper-based systems to a digital system; (iii) facilitate an inter-ministerial centralized hub that will collect, store, process and disseminate data amongst stakeholders; (iv) provide a platform for shared data that can improve monitoring and evidence-based decision making; (v) provide support for the back-end and front-end interface of BECCS creating capacity to store and

coordinate qualitative and quantitative information, as well as, interact with the public; and (vi) become a pilot project for knowledge sharing and evaluation that could be expanded to additional Ministries and entities in the public sector. Activities financed under this component include: (i) support for the PEU and EA in facilitating agreements on organizational arrangements for inter-agency coordination and the standardization of work-flows; (ii) enable stakeholder engagement and buy-in in preparation for the implementation of the MIS by the selected firm; and (iii) a review of the business requirements and processes for the digitalized PES platform (online appointment system, employment exchange, assessment tool, online resource centre with links to other institutions and an e-help desk) for BECCS.

4.3 Component 3 - Project Management, Operational and Administrative Support.

This component will finance a resource person to support inter-agency coordination, project implementation and other technical and operational activities, as well as to assist with the execution of this Bank executed TC. Activities financed under this component include but are not limited to: (i) provide operational and administrative support for for the drafting/updating of TC, Loan and project execution documents, including but not limited too; Annual Operation Plan (AOP), Pluriannual Execution Plan (PEP), POM, Terms of Reference (TOR); (ii) provide progress and special reports and act as intermediary between GOB, the IDB (SCL/LMK and CBA), consultants and/or firms; and (iii) liaising with the EA and counterparts to follow-up on operational decisions and provide assistance to meet deadlines. It will also finance workshops, logistics and dissemination activities as needed.

- 4.4 The total amount of non-reimbursable financing requested is US\$150,000 from Ordinary Capital Strategic Development Program for Social Development (SOC), showing allocations for each component per the budget below.

Indicative Budget (US\$)

Activity/ Component	Description	IDB/Fund Funding (SOC)	Counterpart Funding	Total Funding
Component 1	Development of a blended remedial learning package for ISEE Bridge beneficiaries and to sustainably build the capacity of training institutions.	30,000	0	30,000
Component 2	Pre-implementation Planning and Support for the MIS & PES platform	60,000	0	60,000
Component 3	Dissemination Activities	15,000	0	15,000
Project Management, Operational and Administrative Support		45,000		45,000
Total		150,000	0	150,000

V. Executing agency and execution structure

- 5.1 At the request of the GOB (see Annex 1), the IDB, through the Labor Markets Division (SCL/LMK), will execute this TC to facilitate the execution given that: (i) the Bank, through SCL/LMK, has technical expertise in labor market programs, based on international best practices; (ii) administrative burdens can be reduced on the government, particularly in the identification and contracting of international experts, and (iii) the Bank is better positioned to provide execution and oversight of the consultancies that will be carried out under this TC. The supervision of this TC will be

carried out by the project team. The results of these activities are intended to bring key and timely execution inputs to the loan (BA-L1032). SCL/LMK will be responsible for the direction, supervision and coordination of this TC. The Bank will coordinate its work extensively with the GOB and other benefitting ministries/entities.

- 5.2 The team leader, Veronica Alaimo (SCL/LMK), will be responsible for the execution and expenditure management.
- 5.3 **Procurement.** The activities to be executed are included in the Procurement Plan (link below) and will be contracted in accordance with current Bank procurement policies and procedures as follows: (a) Section AM-650 of the Administrative Manual “Complementary Workforce” will be applied in the case of individual consultants; (b) the Policy for the Selection and Contracting of Consulting Firms for Bank-executed Operational Work (GN-2765-1) and its Operational Guidelines (OP-1155-4) for hiring consulting services of intellectual nature; and (c) the Corporate Procurement Policy (GN-2303-20) for logistics and other related services.”
- 5.4 **Monitoring and reports.** SCL/LMK will provide specialists as a focal point to monitor the activities planned in this TC. If there is a need to travel to Barbados, the staff will cover their travel expenses with the Bank’s supervision budget for this TC. SCL/LMK specialists will oversee the submission of annual progress reports, completion reports (4 months after the date of completion of the operation), and others regarding this TC, as required by the Grants and Co-financing Management Unit (GCM).
- 5.5 **Execution and disbursement periods.** The execution and disbursement periods will be 30 months. Nonetheless, the TC will be implemented alongside BA-L1032.

VI. Major issues

- 6.1 The success of the project will depend on a significant level of the engagement and participation of the relevant public and private stakeholders in Barbados. Insufficient integration, coordination and communication among government agencies may also lead to delays in project execution. To mitigate this risk, the TC will finance a technical, operational, and administrative consultant with project management experience to support the EA with execution. Additionally, activities such as the synchronization of business processes under the MIS will help with inter-agency coordination.

VII. Exceptions to Bank policy

- 7.1 None.

VIII. Environmental and Social Strategy

- 8.1 Due to the nature of this TC, there are no expected significant negative social and environmental impacts and this project received classification “C”. See [Safeguard Policy Filter](#) and [Safeguard Screening Form](#)

Required Annexes:

[Request from client](#)

[Results Matrix](#)

[Terms of Reference for activities/components to be procured](#)
[Procurement Plan](#)