



Project Completion Report

PCR

Project Name:	Secondary Education Modernization Programme (SEMP)
Country:	Republic of Trinidad and Tobago
Sector/Subsector:	Education / Secondary Education
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Project Number:	TT0023
Loan Number (s):	1180/OC-TT
QRR Date:	May 20, 2011
Final Approval Date of PCR:	July 22, 2011

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Acronyms and Abbreviations

CARICOM	Caribbean Community
CTB	Central Tenders Board
DERE	Division of Educational Research and Evaluation
DO	Development Objectives
GORTT	Government of the Republic of Trinidad and Tobago
IDB	Inter-American Development Bank
LFM	Logical Framework Matrix
MOE	Ministry of Education
PCR	Project Completion Report
PCU	Project Coordinating Unit
PMT	Proxy Mean Test
PPMR	Project Performance Monitoring Report
PTA	Parent Teacher Association
PTI	Poverty Targeted Investment
SEMP	Secondary Education Modernization Programme
SEMPCU	Secondary Education Modernization Programme Coordinating Unit
SEQ	Social Equity
TVET	Technical and Vocational Education and Training

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- Annex I – Project Exit Workshop Minutes
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- Annex III – Final Evaluation Report (Baseline IV Report 2010 and Supplement)
- Annex IV – Final Project Monitoring Report (Summary Report)

I. Basic Information

BASIC DATA (AMOUNTS IN US\$)							
PROJECT No: TT0023	TITLE: Secondary Education Modernization Programme (SEMP)						
Borrower: Republic of Trinidad and Tobago	Date of Board Approval: May 26, 1999						
Executing Agency (EA): SEMP Coordinating Unit	Date of Loan Contract Effectiveness: July 06, 1999						
	Date of Eligibility for First Disbursement: Dec 10, 1999						
Loan(s): 1180/OC-TT	Months in Execution						
Sector: Education	* from Approval: 141						
	* from Contract Effectiveness: 139						
Lending Instrument: Investment -Specific	Disbursement Periods						
	Original Date of Final Disbursement: July 06, 2006						
	Current Date of Final Disbursement: Mar 1, 2011						
	Cumulative Extension (Months): 53						
	Special Extensions (Months): 3						
	Loan Amount(s)						
	* Original Amount: 105,000,000						
	* Current Amount: 105,000,000						
	* Pari Passu (if applicable): 44.49%						
Poverty Targeted Investment (PTI): No	Disbursements						
Social Equity (SEQ): Yes	* Amount to date: 105,000,000.00 (100%)						
Environmental Classification: A, B, or C	N/A						
	Total Project Cost (Original Estimate): 150,000,000						
	Redirectioning						
	Has this Project?						
	Received funds from another Project []						
	Sent funds to another Project []						
	N/A [X]						
	<table border="1"> <thead> <tr> <th>To/From Project Number</th> <th>From Sub-Loan Number</th> <th>Amount</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> <td></td> </tr> </tbody> </table>	To/From Project Number	From Sub-Loan Number	Amount			
To/From Project Number	From Sub-Loan Number	Amount					
	* Current amount (adjusted for redirectioning):						
	On Alert Status						
	Is project currently designated "on alert" by PAIS: No						
	If yes then why is the project on alert (DO , IP Ratings and/or relevant PAIS indicators):						
	Comments on relevance of "on alert" status for this project (if applicable):						

Summary Performance Classifications				
DO	<input type="checkbox"/> Highly Probable (HP)	<input checked="" type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
IP	<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (US)	<input type="checkbox"/> Very Unsatisfactory (VU)
SU	<input type="checkbox"/> Highly Probable (HP)	<input checked="" type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)

II. The Project

a. Project Context

The Secondary Education Modernization Program (SEMP) was developed when Trinidad and Tobago was experiencing several challenges in the education system in terms of coverage, equity and quality. During the oil boom years of the 1970s, the Government of the Republic of Trinidad and Tobago (GORTT) had a number of successes in education, as evidenced by the level of construction of secondary schools and an increase in Government-Assisted secondary schools, which led to an increase in enrollment in secondary from 24% to 83%.

However, the economic downturn which followed the collapse of oil prices in the early 1980's threatened to reverse the gains of the previous decade as there was a marked reduction in the building of secondary schools in the 19 year period between 1980 and 1999.

The inevitable corollary of this construction slump was that as the number of children who were prepared to exit the primary school system increased, there were insufficient secondary school places for these students. As a consequence, at the primary school level, many were forced to remain longer (*in Post-Primary classes*) than they should have before they advanced to secondary school. In addition, at both the primary and secondary levels, the percentage of students exiting school without adequate competencies in numeracy and literacy began to rise. Furthermore, rising secondary school attrition rates, and annual increases in the percentage of public secondary school students, who failed to obtain the requisite minimum of five subjects in the CXC (*now* CSEC)¹ examinations, began to give rise to concerns of unemployment and an attendant increase in criminal activity. Moreover, the inability to provide a diversified secondary school curriculum and its concomitant implications for school violence also provided cause for concern among educators and education planners.

This interconnected complex of social, economic and academic factors, together with public demand for greater access to quality education from early childhood upwards, and the Ministry of Education's commitment to the attainment of excellence in education, fuelled the desire to reform, improve, and modernize education in Trinidad and Tobago.

SEMP was a seven-year initiative launched in 1999 by the Trinidad and Tobago Ministry of Education (MOE). The program's aims included construction of more secondary schools, achievement of universal secondary Education, plus the implementation of a number of programs that would yield specified and documented outcomes as evidence of quality improvement, reform and modernization of secondary education in Trinidad and Tobago.

b. Project Description

i. Development Objective(s)

SEMP was designed to address the system's intrinsic quantitative and qualitative deficiencies, and establish a foundation for adapting to changing future needs. Its Goal was to contribute to strengthening the nation's productivity and competitiveness by ensuring that young citizens of all backgrounds are prepared to participate in and contribute to the development of a modern country.

The Purpose of SEMP was to support MOE efforts to reform and expand secondary education and achieve the following outcomes: (i) universalize five years of equitable, high-quality secondary education; (ii) transform the educational context and teaching methods to meet the needs of a modern, skills-based economy; and (iii) develop a more efficient management of resources, while strengthening MOE capacity at the central, regional, and local levels.

The proposed actions in the operation were consistent with: (i) the principles, policies, and strategic orientation of the MOE Educational Policy Framework²; (ii) the 1997 declaration of the CARICOM Ministers of Education to which the GORTT agreed, which called for achieving universal secondary education in member countries by 2005; and (iii) the GORTT commitment to modernizing educational content, aligning delivery with development needs, and moving specialized TVET from the secondary to the postsecondary level.

In 2006, one year prior to the original program end date, a program review was conducted to redefine the Logical Framework and adjust program activities and implementation due to the limited progress made towards achieving the original program objectives. By this point, only 29% of resources had been disbursed, primarily focusing on progress towards universal access to secondary education, which was achieved. Limited progress was made towards the

¹ CXC is the Caribbean Examinations Council regional exam taken at the end of secondary school. CSEC is the new acronym and stands for the Caribbean Secondary Education Certificate.

² Trinidad and Tobago's education policy framework, 1995-2003, emphasized the delivery of quality, universal secondary education, and on the reorganization of educational services, including greater support for school-based management, decentralization, and performance incentives, as a measure to improve overall internal and external efficiency.

revision of the curriculum, improving teacher quality and strengthening the Ministry. As a result of the review, program adjustments were made primarily focusing on specific activities and responded to shifts in priorities of the MOE, including a stronger emphasis on ICT for education. The overall program objectives and purpose remained the same.

ii. Components

Component 1. Improved educational equity and quality of the education sector.

This component had four subcomponents: (i) Curriculum Development in five core subject areas in Forms 1 to 5; (ii) Teaching and Learning Strategies, which included procurement and installation of learning and technology resources; (iii) Professional Development of Teachers, MOE personnel and school administrators to improve school management and classroom instruction; and (iv) Assessment Testing and Evaluation.

Component 2. Deshifting, rehabilitation, and upgrading of school infrastructure.

This included construction and rehabilitation of secondary schools, and converting all Junior Secondary schools into full secondary schools to improve equity, and achieve universal access to secondary education.

Component 3. Institutional Strengthening.

Strengthen the MOE's institutional capacity to plan, monitor, and manage secondary education, as well as the SEMP. The sub-components included: (i) Educational Management, Operational Efficiency, Monitoring and Evaluation, which supported leadership training, a strategic review and organizational restructuring of MOE, international study tours, decentralization, school-based management and improving information systems; (ii) Remuneration and Incentives, which supported small grants to intensify student and teacher motivation and professionalism, and to study the identification of a new teachers' remuneration structure.

Component 4. Studies and measures for improved sector performance.

This component laid the groundwork for further policy reform and included: (i) support for MOE strategic planning; (ii) an analysis of the expansion of post-fifth form "Advanced Level" coverage, the enhancement of educational services to children with special needs, and the rationalization of the MOE's role in the provision of technical/vocational education, and school to work transition.

c. Quality -At- Entry Review (if applicable)

The exercises for the Quality-At-Entry Review commenced in 2003. Therefore, information was not available for this loan. Nevertheless, steps were taken during the design phase of the program to ensure a high quality program was designed and implemented. As per the loan document, a number of local and international experts from various, relevant disciplines participated in the education sector analysis and program design. The problems addressed were developed based on a contextual analysis in country.

SEMP was designed to have an inter-related mix of interventions that would support the improved quality of the sector. In addition to the school construction, hardware and technical equipment delivered and installed in schools, the program provided extensive training for teachers and principals, and coordinating mechanisms that were to include education partners. Also, an implementation manual was developed prior to first disbursement, and during the program design, the main requirements for the monitoring and reporting of program implementation were identified, including periodic program reviews and external evaluations.

While a number of steps were taken during the design stage to ensure program quality during execution, not all precautions planned translated into action. For example, regular monitoring and evaluation of the program by the Ministry was limited; program implementation mostly occurred outside the Ministry through the Program Coordinating Unit (PCU) as opposed to being led by the Department Heads; and limited coordination between the PCU and Ministry staff. Also, limited Ministry ownership of the program led to delays in a number of program areas, which resulted in program extensions and program adjustments six years after inception.

Quality -At- Entry Review

<input type="checkbox"/> Highly Satisfactory (HS) - 1	<input checked="" type="checkbox"/> Fully Satisfactory (S) - 2	<input type="checkbox"/> Less than Satisfactory (LS) - 3	<input type="checkbox"/> Unsatisfactory (U) - 4
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III. Results

a. Outcomes

According to its design, SEMP aimed to provide quality secondary education delivered by quality teachers equipped with state-of-the art teaching methods and support-equipment in quality schools managed by quality administration in partnership with the Ministry of Education, students, parents, the community at large, and other stakeholders. Based on the results of the final evaluation on SEMP, it can be said that the interventions implemented by the project were instrumental in advancing secondary education far beyond the state that existed prior to October 1999.

One of the most critical program outcomes was the achievement of universal secondary education. Prior to program inception, according to education policy in Trinidad and Tobago, students entered a certain 'track' at the secondary level based on the Secondary Entrance Examination taken at the end of primary and available spaces in secondary schools. Prior to 2000, only 26% of students entered the academic stream. As a result of SEMP, all students completing primary: (i) may continue into secondary regardless of their results in the SEA;³ (ii) are able to enter an academic stream, as opposed to been sent to a technical or vocational stream (i.e. composite school) as done prior to the program; (iii) enter a five to seven year school since the double shift school system was eliminated during the program; and (iv) are guaranteed a space in a secondary school.

The Caribbean Vocational Qualifications (CVQs) were also established, which allows students at the secondary level interested in the CVQs to receive a level one or two certification in vocational and technical training and education (in the last two years of secondary school. Previously, students could enter a vocational program instead of entering secondary school; however, drop-out rates were high and students often did not develop the needed basic skills such as literacy and numeracy. The CVQ provides an opportunity for students to exit secondary school with a degree and certification in a vocational track if desired. The certification is recognized in CARICOM countries and could support students in entering the labor market after secondary or they may continue to pursue levels three to five, which are advanced levels of certification offered after secondary school.

As a result of achieving universal access to secondary education, there was a large increase of low performing students from disadvantaged backgrounds entering the system. Although there was an increase of students requiring additional support, overall the percent of CXC passes during the period increased by 5 percent. Nevertheless, there were a number of notable decreases in scores especially after 2006, when the first cohort since the achievement of universal secondary education graduated. For example, English A passes decreased from 76% in 2000 to 46.1% in 2008; Math scores decreased from 57.6% to 43.5%. Considering the higher number of low performing students entering the system and the limited opportunity schools had to prepare to offer the needed support to the students, lower scores could be expected. Since the new curriculum was not completed and implemented fully until 2010, it is too soon to measure its impact across the student population.

The program evaluation, which included qualitative and quantitative results, concluded that there is strong evidence to suggest that the following products and achievements in the secondary education sector are attributable to the project:

- (a) Universal access to secondary education achieved.
- (b) A 5% reduction on the student to teacher ratio despite the complete elimination of a double shift at 19 Junior Secondary Schools.
- (c) An enhanced secondary school curriculum for Forms 1 – 5, including the addition of subject areas such as visual and performing arts, technology education, and physical education as core requirements for secondary school students.

³ However, if a student scores less than 30%, is under 13 years of age and has not taken the SEA more than twice. In which case, the pupil is required to re-take the exam. If the child is over 13 years of age and scores under 30%, the student will enter a secondary school that has the facilities to provide additional support.

- (d) Improved student performance in the National Certificate of Secondary Education (NCSE) exam; more specifically, a 16.8 percentage point increase in the pass rate between 2006 and 2009. Two of the highest increases were in Science and Math, 108% and 67% respectively.
- (e) An established NCSE Level I, piloted and implemented fully in all government assisted schools in the country.
- (f) Enhanced school based, school improvement planning and development, evidenced by the establishment of local school boards, improvement of school supervision, the development and use of testing, assessment and education systems and the establishment of the NCSE.

Table III.1 below provides more details regarding 8 quality and 7 quantitative areas that improved⁴.

Table III.1: SEMP Related Outputs and Outcomes: 2000 and 2009				
Facilities/Personnel	Academic Year Ending		Difference (n)	%Δ
	2000	2009		
Total Secondary Schools	119	133	14	11.8%
Junior Secondary Schools Converted to Five-year Schools	19	0	-19	-100.0%
Teacher allotment	5685	6619	934	16.4%
Student Capacity	121862	131595	9723	8.0%
Teacher - student ratio	1:21	1:20		-1.2%
No. of Schools with				
Art& Craft Rooms	95	120	25	26.3%
Biology labs	100	131	31	31.0%
Chemistry labs	100	131	31	31.0%
Computer labs	83	131	48	57.8%
Integrated Science labs	73	91	18	24.7%
Libraries	107	131	24	22.4%
Music rooms	80	131	51	63.8%
Physical Education rooms	63	118	55	87.3%
Physics labs	100	131	31	31.0%
Technology Education labs	21	64	43	204.8%
PTA (functional) ⁵	97	131	34	35.1%
Schools with Local School Board	36	131	95	263.9%
Schools with teaching vacancies	62.19%	77.44%	15.25 points	24.5%
Schools with mobile Technology Education labs	0	131	131	N/A
Computer literate non-IT teachers (%)	53.1%	61.4%	NA	15.6%
Teachers asking students to use computers for non-IT assignments/projects	10.2%	73.5%	NA	620.6%
Students using computers at school/home for non-IT assignments/Projects	14.4%	60.1%	NA	317.4%
Teachers with O/A Level subjects (%) only	32.1%	8.8%	NA	-72.6%
Teachers with professional certification (Diploma/Certificate)	44.3%	49.2%	NA	11.1%
Schools with students sitting the NCSE exam	0	131	131	N/A
Schools benefiting from the Textbook Loan Programme	0	131	131	N/A
Students writing CSEC Examinations	10,559	21,608	11409	104.6%

⁴ The data is based on the final program evaluation. See Annexes III and IV for the full evaluation report.

⁵ As per school surveys, a functional PTA is one that has meetings at regular times.

Also, according to the Project Performance Monitoring Report (PPMR), the following are the achievements at the level of outcomes/purpose:

ACHIEVEMENT OF DEVELOPMENT OBJECTIVES (DO)			
Development Objective(s) (Purpose)			Key Outcome Indicators
To support MOE efforts to reform and expand the secondary sub-sector.			
1.	Component 1. Improve accessibility, and quality of secondary education. Classification: Probable 1.1 Schools adopt the new curricula developed 1.2 Access to secondary education of students of age cohort (<i>Universal secondary education.</i>)		
Planned Outcomes			Outcomes Achieved
<u>Baseline</u>	<u>Intermediate</u>	<u>End of Project</u>	
1.1 0% (2000)	1.1 0.0%	1.1 100% (2011)	1.1 100% (2011)
1.2 69% (2000)	1.1 0.0%	1.2 100% (2011)	1.2 100% (2011)
2.	Component 2. Transform educational content and teaching methodologies to meet the needs of a modern, skills –based economy. Classification: Probable 2.1 Increase the ICT competency level of students (as measured by the passing rate in the technology education exams) 2.2 Increase the rate of CXC passes. 2.3 Increase the gross total ratio of enrollment at higher education in the relevant cohort		
Planned Outcomes			Outcomes Achieved
<u>Baseline</u>	<u>Intermediate</u>	<u>End of Project</u>	
2.1 20% (2000)		2.1 40% (2011)	2.1 55% (2011)
2.2 40% (2000)		2.2 60% (2011)	2.2 45% (2011)
2.3 7% (2000)		2.3 20% (2011)	2.3 30% (2011)
3.	Component 3. Develop a more efficient management of resources, while strengthening sectoral management capacity at the central, regional and local levels. Classification: Probable 3.1 Planned decentralized educational offices fully operational and staffed 3.2 Integrated EMIS fully operational 3.3 An effective and efficient scheme for provision of substitute teachers in place. 3.4 Schools signed up to the school development planning initiative		
Planned Outcomes			Outcomes Achieved
<u>Baseline</u>	<u>Intermediate</u>	<u>End of Project</u>	
3.1 0 (2000)		3.1 8 (2011)	3.1 2 (2011)
3.2 0 (2000)		3.2 1 (2011)	3.2 0 (2011)
3.3 0 (2000)		3.3 1 (2011)	3.3 1 (2011)
3.4 10% (2000)		3.4 100% (2011)	3.4 100% (2011)
Reformulation. [X] N/A			
PPMR Retrofitting. The original Logical Framework Matrix (LFM) envisaged a series of parallel and sequential programs and activities which were funded under the loan agreement and which were spread logically over the seven-year period of the endeavor. A sample of Project Performance Monitoring Reports (PPMR) prepared from 2000 to 2004 documented significant lag times with regard to a number of baseline targets. Subsequently, a study commissioned by the Secondary Education Modernization Program Coordinating Unit (SEMPCU) resulted in a document entitled "Proposal for a Programme to Successfully Complete the Secondary Education Modernization Project". This report noted that as of July 31 st 2004, the amount of the loan disbursed stood at a mere 14.05% and that almost all SEMP deliverables were behind schedule. Although the details were not explicitly stated, the document suggested that there was urgent need for a revised action plan. A later study recommended a revised Logical Framework Matrix, and this was produced in June 2006. In the introductory statement it was noted that "it is understood that the Logical Framework System was not implemented in full, considering that the stakeholder consultation, the problem tree analysis and the objective analysis were done before and that the only requirement at this point was a new matrix identifying deliverables, activities, indicators, means of verification and assumptions." In addition, the later study claimed that the new matrix was simply "the integration of the goals and purpose established originally for the SEMP and placed emphasis on the deliverables and activities for the next three years of the extension; that is, up to 2009." The retrofitted LFM was not as extensive in scope as the original or a scaled-down version, but an improved document which reflected the retrospective thinking of the Ministry of Education (MOE), and which enabled the expedited production of the basic deliverables. Reasons for the reduction in content included: (i) the revision was needed due to the fact that some of the strategic directions/policies of the MOE had shifted; (ii) some projects were judged to be no longer needed; (iii) there was need for a new approach to project implementation since the one employed up to that time was not producing the desired results; (iv) several deliverables and timeframes were changed (new ones were added and others removed to better support the objectives of the program); and (v) By 2006, ICT in education was a major concern and this gave rise to the need to include ICT projects as part of the program.			

Summary Development Objective(s) Classification (DO):			
<input type="checkbox"/> Highly Probable (HP)	<input checked="" type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
Overall, the development objectives (DO) have been either partially or fully achieved. The main areas achieved include universal access to secondary education*, a revised curriculum in forms 1 to 5 of secondary schools, a number of teacher training and professional development opportunities, and well equipped schools with teaching and learning resources, including ICT resources. The objective of strengthening sectoral management capacity was not achieved as planned. Progress was pursued through change management initiatives, including a process review and decentralization initiatives. However, these initiatives were not fully completed and nor fully endorsed by the Ministry as discussions were ongoing regarding the type of change management to pursue.			
*Universal access to secondary education is defined as: all students taking the examination at the end of primary school are eligible to continue into secondary education regardless of their score.			
Country Strategy The Country Strategy in effect when the program was approved included a focus on assisting the government in promoting a reduction in unemployment and poverty and strengthening the efficiency of the public sector. The current strategy, which was signed in 2004, includes an area of focus to promote social development by improving social public services. The program and its goals are aligned with both, the former which was in effect when the program was initiated and the current country strategy.			

Although not addressed in the Logical Framework Matrix (LFM) or PPMR, and despite the aforementioned achievements, the assessment identified two critical problems: a high teacher to student ratio and a severe teacher shortage as demonstrated by reported vacancies, especially in non-traditional subject areas. For instance the percentage of schools with vacancies increased from 62.19% in 2000 to 77.44% in 2009.

Finally, other important achievements over the program period include: (i) the creation of a culturally relevant curriculum; (ii) the introduction of multiple teaching and learning modalities; and (iii) the reorganization of services, including greater support for school-based management.

b. Outputs

The majority of the program outputs were achieved or surpassed. In the case of the EMIS, it was not developed as a result of the limited PSIP allocation, which did not allow for the project to progress through the procurement stage (See Analysis of Critical Factor ¶iv)). Details regarding each output is found in the table below, based on the PPMR of the project.

IMPLEMENTATION PROGRESS (IP)				
Components (Outputs):				
1. Component 1. Improve accessibility, and quality of secondary education.				
<u>Classification:</u> S				
Key Output Indicators:				
1.1 Secondary school graduates attain national certification of essential "skills and competencies" required for the workplace				
Planned Outputs		Outputs Achieved		
<u>Baseline*</u>	<u>Annual/Intermediate</u>	<u>End of Project</u>	1.1	34%
1.1 N/A		1.1 100%(2011)	(2011)	
Briefly explain differences between planned and actual outputs (if applicable).				
<input checked="" type="checkbox"/> N/A				
Restructuring.				
<input checked="" type="checkbox"/> N/A				
2. Component 2. Transform educational content and teaching methodologies to meet the needs of a modern, skills -based economy.				
<u>Classification:</u> S				
Key Output Indicators:				
2.1 All schools signed on to the school development planning initiative.				
Planned Outputs		Outputs Achieved		
<u>Baseline*</u>	<u>Annual/Intermediate</u>	<u>End of Project</u>	<u>End of Project</u>	
2.1 N/A		2.1 100% (2009)	2.1 100% (2011)	
Briefly explain differences between planned and actual outputs (if applicable).				
<input checked="" type="checkbox"/> N/A				
Restructuring.				
<input checked="" type="checkbox"/> N/A				
1. Component 3. Transform educational content and teaching methodologies to meet the needs of a modern, skills -based economy.				
<u>Classification:</u> U				

Key Output Indicators:				
3.1	A Reduction in the systemic weaknesses in the governance, management, and delivery of secondary educational services by the central and regional offices of the MOE.			
Planned Outputs			Outputs Achieved	
Baseline*	Annual/Intermediate	End o Project	End of Project	
3.1 N/A		3.1 100% (2011)	3.1 (2011)	
The indicator was difficult to measure as there was no clear definition of the terms, no baseline to determine the systemic weaknesses in question and the Ministry was unsure as to how to measure this indicator. As a result, no data was collected for this indicator and it was not used.				
[] N/A				
Restructuring. [X] N/A				
Summary Implementation Progress Classification:				
[] Highly Satisfactory (HS)		[X] Satisfactory (S)		[] Unsatisfactory(U)
			[] Very Unsatisfactory (VU)	

c. Project Costs

The overall program costs are based on the LMS reports, which highlight expenses per category and subcomponents. However, costs per Output were unavailable due to the original program design in 1999, where the focus was on expenses per component and not necessarily per specific Output as per the LFM.

It should be noted that the Government well exceeded the amount planned for counterpart resources. Originally, the counterpart resources were to total US\$45M; however, by program's end, the counterpart funds reached approximately US\$103M, primarily due to expenses related to school construction and expanding ICT resources for schools.

SEMP Costs Tables

Components	Budget (USD millions)	Actual (USD millions)	% of Budget	Difference
- Administration				
Total Cost	7,000,000	7,129,730	101.85%	-1.85%
Counterpart	0	1,487,154		
IDB	7,000,000	5,642,576	80.61%	19.39%
- Equity and Quality				
Total Cost	35,200,200	81,049,517	230.25%	-130.25%
Counterpart	0	27,323,093		
IDB	35,200,000	53,726,425	153.63%	-52.63%
- School Infrastructure				
Total Cost	67,600,000	97,606,332	144.39%	-44.39%
Counterpart	42,600,000	71,482,197	167.80%	-67.80%
IDB	25,000,000	26,124,135	104.50%	-4.50%
- Institutional Strengthening				
Total Cost	6,000,000	5,971,408	99.52%	0.48%
Counterpart	0	217,345	-	
IDB	6,000,000	5,754,062	95.90%	4.10%
- Financial Costs				
Total Cost	25,500,000	17,029,855	66.78%	33.22%
Counterpart	2,400,000	2,896,010	120.67%	-20.67%
IDB	23,100,000	14,133,845	61.19%	38.81%

Source of Funds	Budget (USD millions)	Actual (USD millions)	% of Budget
Borrower (counterpart)	45,000,000	103,405,799	229.79%
IDB	105,000,000	105,381,043	100.36%
Total	150,000,000	208,786,842	-

In reviewing the overall planned versus actual expenses, three budget variations are apparent. First, expenses related to Equity and Quality and Infrastructure far exceed the originally budgeted amount. In the case of Equity and Quality, during the program adjustments made in 2006, the Ministry requested an increase in the budget for ICT equipment and resources to be delivered and installed in schools in order to reflect its new priority on ICT for education. In the case of Infrastructure, the Government expanded the scope of works through the use of counterpart resources in their quest to achieve universal secondary education. Lastly, the budgeted interest cost, which was capitalized to the loan was US\$22.1M. Of this amount, 67% was used towards Interest. The decrease in amount required could be attributed to the drastic

reduction in interest rates during the implementation period. The remaining 33% of the funds were used to support construction costs.

IV. Project Implementation

During the course of implementation, there were program performance delays and challenges, as well as moments of achievements. Between 1999 and 2004, program progress was mainly limited to school construction. The program was on Alert Status and adjustments were required and made in 2006, which was the original program end date. Adjustments included improving program management and increasing the focus on ICT equipment and resources for schools. The program then achieved numerous Outputs between 2006 and 2010. Although the program was on Alert status for a number of years, project implementation is satisfactory based on the number of program achievements and its ability to transform the secondary education sector.

While the program had numerous achievements during its implementation, there were a number of challenges that hindered its performance, which led to delays, program adjustments and program extensions to continue pursuing the development objectives. The challenges experienced were a reflection of the risks identified in the design phase, including the limited management capacity of the Ministry to implement a complex program and a shortage of professional Ministerial staff. The steps taken to mitigate the risks, such as developing an implementation plan, identifying the monitoring and reporting mechanism, and conducting regular reviews were useful; however, insufficient. A number of critical factors impacted program implementation throughout the course of its life.

a. Analysis of Critical Factors

The factors identified that impacted the timeliness of program implementation and the program's ability to fully achieve all objectives include: (i) institutional arrangement; (ii) coordination; (iii) high staff turnover; (iv) inefficient financial allocations; and (v) the limited capacity of the Executing Unit. The details are as follows:

- i) **Institutional arrangement.** The SEMP Coordinating Unit (SEMPUCU) was established to provide management and technical support to the relevant MOE technical areas. When designed, SEMPCU's main responsibilities were: project planning and promotion; technical, financial and procurement support; and supervision, monitoring and evaluation of project results. Despite SEMPCU's clear mandate, the execution arrangement faced two challenges that affected implementation from the beginning: (i) the physical location of the coordinating unit outside the MOE, due to lack of space in the main facilities; and (ii) the limited involvement of MOE technical staff in the implementation of the program. As a result, SEMPCU became the de facto executing unit, as opposed to the coordinating unit it was designed to be. Consequently, the limited close articulation between SEMPCU and MOE inhibited the knowledge transfer and capacity building expected by the end of the project.
- ii) **Coordination.** The coordination among units within the SEMPCU and between the SEMPCU and the MOE proved to be difficult. As a result, program initiatives were implemented as separate units, as opposed to having a more systematic approach. Given the complexity of the program, an effort was made to strengthen coordination by creating the MOE Inter-Divisional Implementation Committee (MEIDIC). The Committee was established as an oversight committee at the start of SEMP to ensure integrated planning and programming of activities, effective networking among the different heads of division, who are the component leaders, and the monitoring of the progress towards targets and benchmarks. However, the members of the MEIDIC did not meet often or provide input. According to some key stakeholders, the committee met once in 2003 and once more in 2007. The challenge in coordination was also related to the perception of SEMP as being outside the Ministry as opposed to an integrated part of the Ministry of Education's strategy.
- iii) **Inefficient and uncertain financial allocations from the Ministry of Finance.** Throughout program implementation the amount of funding allocated by the Ministry of

Finance under the Public Sector Investment Program (PSIP) was variable and uncertain. The allocations are determined at the beginning of each fiscal year and do not always reflect program needs; hence planning was challenging. For example, in fiscal year 2010, the MoF was aware that there were already-signed contracts amounting to TT\$24M that would be finalized in the first half of the fiscal year; however, MoF only approved a TT\$10.5m allocation. In addition, for the last three years of the program, there were no mid-term reviews that could result in an increased allocation. These uncertainties and the limited allocations especially since 2008 led to: (i) the inability of SEMPCU to contract services or goods that exceeded the amount originally allocated. In some cases this meant that SEMPCU could only contract a number of services at a time, and wait for next year's replenishment. In the case of the EMIS and School-Based Management projects, the initiatives were canceled in 2009 as a result of the limited allocation; (ii) difficulties in planning longer term (over a year) projects due to funding uncertainties; (iii) inability to start new initiatives without finishing ongoing ones; and (iv) delays in payments to contractors until funds were available from the following year's allocation.

- iv) **SEMPCU management and technical capacity.** SEMPCU experienced high turnover during program implementation, including in its leadership, which changed five times over the program period. Although at least four team-building and integrated planning exercises were conducted, many staff who participated left the team to work elsewhere. To execute efficiently and effectively, SEMPCU required the technical support of key positions, including: Curriculum, Information and Communication Technology (ICT), Reading, and Monitoring and Evaluation specialists. These positions were filled partially or remained vacant throughout implementation. In addition, the procurement capacity of SEMPCU was limited and inefficient; not all key staff has access to Internet or adequate computer skills; and the information status on procurement processes was not up to date.
- v) **Constant political changes.** There were many political and administrative changes within the 12 years that SEMP was executed: a new government was elected in 2001, just one year after SEMP started execution; four different Ministers of Education occupied office; and the Permanent Secretary (PS) changed at least five times. These changes generated uncertainty throughout implementation. Also, each time a new Minister or PS of Education took office, SEMP experienced prolonged delays in decision-making as the new Administration became acquainted with the program and determined if program shifts were recommended.
- vi) **School preparation and accountability.** Results indicate that participating schools had limited capacity to manage effectively the resources provided by the project and policy changes influenced by the program. During project execution, participating schools were overwhelmed while trying to implement the initiatives conferred to by a disparate number of MOE units. In addition, it was clear that the execution of these initiatives lacked a coordinated approach, and that some of the schools were not sufficiently supported in or ready for the increased ICT resources. For example, steps were to be taken to ensure security measures were in place. Nonetheless, by the program's end, nearly 10% of the equipment delivered to participating schools was either stolen or missing. Evidence suggests that appropriate security, administrative and accountability features were not in place after delivery. In addition, it was suggested that schools did not understand that they were the owners and custodians of the equipment. Also, the increased influx of students entering the school system and impact of eliminating the double shift system led to school challenges. Some schools received a higher percentage of low performing students and students with increased needs but were not prepared or did not have the capacity to cater to all students' needs.
- vii) **Results based framework.** In the formulation and design of SEMP, there was greater emphasis on the use of output indicators, rather than outcome indicators. This focus, together with the lack of a baseline study and a monitoring and evaluation framework, undermined the possibility to measure the impact of the program. Having a

baseline and measurable outcome indicators are required from the program design stage or initial project implementation.

b. Borrower/Executing Agency Performance

Borrower/Executing Agency			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

During program implementation, SEMPCU's performance was classified as Unsatisfactory based on: project performance and results monitoring, timely execution, degree of implementation and ability to take corrective action when necessary. The challenges SEMPCU encountered led to: (i) a delayed execution, increasing the original timeframe by about 70%; (ii) an untimely and partial baseline; (iii) key positions not being filled; (iv) several projects not executed; (v) lack of a management for results culture; serious limitations in the procurement area; (vi) lack of a knowledge transfer and coordinating mechanism with the MOE; and (vii) funding shortfalls (PSIP); among others.

Nevertheless, considering the improvements in program implementation, especially during the extension periods and considering the overall program achievements, the final classification of the Executing Agency is Satisfactory.

c. Bank Performance

Overall the performance of the Bank was positive. The team effort within the office, stemming from the Technical Specialist to the Fiduciary Specialists and Operation Analyst allowed for more efficient responses and support to the MOE and SEMPCU. The main challenges revolved around the number of changes in the Team Leader of the program, which required some adjustments. Since the staff worked as a team, it facilitated the ability of a new Team Leader to have a smooth transition into the position, understand the program's history and ensure continuity of support. Based on the Borrower Evaluation (see Annex II), the MOE had a positive review of the Bank's support.

Bank Performance			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

V. Sustainability

a. Analysis of Critical Factors

In order to sustain the achievements of the program, the MOE will need to support a number of areas in the education sector. First, the investment projects have led to the offering of enough spaces for all secondary age students to attend. The operational expenses to run the schools benefited by the project have been secured by the MOE and no sustainability risks have been identified to maintain the following results: conversion of Junior Secondary Schools to five-year schools, teacher allotment, teacher-student ratio. Secondly, in order to continue improving the quality of education, professional development of teachers is required on an ongoing basis. Lastly, the new curriculum has been approved by the Ministry and nationalized and in use in schools.

b. Potential Risks

Lack of ownership of the decentralization and school-based management initiatives. During the life of the program, some of the more sensitive projects that were not fully accepted by the Ministry revolved around decentralization. Steps have been taken to decentralize the system and strengthen management at the school and district levels. However, the initiative was not fully completed and remained contested during the program. Realization of these initiatives will depend on the new Government's drive to continue in this direction. Currently, the new Administration is reviewing the achievements made to determine next steps towards school based management and institutional strengthening of the Ministry.

The lack of an adequate accountability mechanism and security features at the school level. The loss of equipment at the school level is a major concern. Without a proper liability system and secure facilities in place, the expected benefits to students and teachers from the use of this equipment is reduced or eliminated. In addition, teacher absenteeism has been identified as a key problem in participating schools; therefore issues such as teacher performance review and accountability mechanisms for teachers and principals may need to be considered to increase the sustainability of the benefits.

c. Institutional Capacity

Sustainability Classification SU:			
<input type="checkbox"/> Highly Probable (HP)	<input checked="" type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)

Based on the information collected throughout the final evaluation and an estimation made on the interventions and their results, it was concluded that the GORTT, and more specifically the MOE, has no limitations, technical or financial, to sustain the benefits generated by SEMP; this includes, among others: schools/ infrastructure at the secondary level, including maintenance and teachers' salaries. Nevertheless, such analysis also concludes that the main challenge the MOE faces is the establishment of an efficient and effective coordination mechanism among the line units of the ministry and a results based management culture, including a monitoring and evaluation framework.

Given the capabilities of the MOE, no follow-up plan has been devised to monitor the sustainability of the benefits of the project.

VI. Monitoring and Evaluation

a. Information on Results

During the execution of the project, the Monitoring and Evaluation (M&E) mechanism to assess the program results was never instituted and there was a lack of commitment to establish it. Results from interviews carried out to key stakeholders suggest that during 90% of the project's lifespan, SEMPCU had the position of Monitoring and Evaluation Specialist vacant. Though at least four recruitment drives were conducted in an attempt to fill the position, more effort was required to realize the M&E mechanism. The baseline was only ready after 5 years of project execution and it was only partial. The LFM was not updated during the first 7 years of execution and no monitoring and evaluation framework was in place. In addition no mid-term evaluation took place and no mechanism to facilitate feedback from MOE to SEMPCU was in place. These major oversights resulted in the lack of a systematic and systemic data collection mechanism, identifiable sources of information, and reliable and up to date information at the level of outputs and outcomes.

Despite the above, SEMPCU did conduct four baseline surveys to all beneficiary schools, where it collected some of the indicators associated with the initiative in order to partially assess the program's progress. To that end, the Division of Educational Research and Evaluation (DERE) and SEMPCU formulated a plan to periodically administer a survey at (i) the beginning of the initiative; (ii) at least once during its tenure; and (iii) again at the end of the program. Through these instruments, data were collected from each principal of the 131 secondary schools that constituted the target population, from a random sample of teachers and a random sample of students, an inventory of selected facilities and equipment, and classroom observations of teachers and teaching methods (for results at the level of outputs and outcomes, see table III.1 and the final evaluation report in Annex III).

b. Future Monitoring and Ex-Post Evaluation

The Bank has no plans to: monitor project outputs and/or outcomes after its completion date, provide any follow-up support on such monitoring, or conduct an ex-post evaluation of the project. According to the loan contract, the MOE is to conduct an ex-post evaluation 18 months after the end date of the program.

VII. Lessons Learned

Project design. In the design of SEMP, the natural high level of complexity of educational reforms was further taxed by the undue requirement that simultaneous efforts be undertaken. Also, in the program design, the limited capacity of the beneficiary to implement a complex reform project was highlighted. Therefore, decreasing the program's complexity is recommended in future, and a more realistic and phased approach to implementation is recommended at the design stage. Lastly, an appropriate mix of international and local consultants/institutions could have been specified in the program design phase in order to facilitate implementation.

Implementation. Considering the number of difficulties in the collaboration between SEMPCU and MOE staff, it is recommended to have an executing unit more closely tied to the Ministry. The program should also be linked directly to the overall Ministry's strategy in order to demonstrate that it is an integral part of the Ministry's objectives and not a separate initiative. One strategy that may strengthen program implementation is ensuring that the Coordinating Unit is fully staffed with appropriate management and technical personnel. Results-based contracts tied to the Annual Operating Plan could be instituted to strengthen the focus on program results. An overall program operating plan from the start could greatly improve implementation. Regular management support is also helpful for tracking program progress based on appropriate project management tools. Related consultancies should be grouped together in order to minimize the need for several small projects requiring collaboration among several consultants and to allow for medium sized initiatives to proceed. Doing so would also decrease the number of items in procurement, which is important considering that one procurement process could take up to 8 months (sometimes longer). Considering the urgent changes needed in human resource management, procurement procedures, financial management, and efficient and systematic use of ICT, commencing project implementation with institutional strengthening, including training of officers and similar human capacity building investments, could strengthen the implementation of subsequent program initiatives.

Monitoring and Evaluation. There is a need to strengthen the capacity in the area of Monitoring and Evaluation from a results based perspective. The Bank may offer support and workshops to help strengthen program evaluation and ensure development and implementation of an M&E framework.

Policy changes. When changes in education policy are to be implemented, it is necessary to understand the consequences of such changes and ensure that those impacted are prepared for the adjustment. For example, in 2000, all students were to enter secondary education regardless of their score at the end of primary school. Prior to 2000, students who performed poorly did not proceed to secondary school; rather they attended other programs or did not continue schooling. While the change in policy is aligned with the MDGs and Education for All initiatives, the schools encountered challenges since they were not prepared for the influx of students, most of which required additional support as they were not ready for secondary level coursework.

Please see Chapter 5 of the evaluation report (Annex III) for additional recommendations.

Minutes from the Project Exit Workshop

PROJECT EXIT WORKSHOP MINUTES 3 MARCH, 2011

MEETING AGENDA

Opening Remarks	Mr. Michael Ramkissoon, Programme Coordinator, SEMP
Welcome on behalf of IDB	Mr. Ryan Burgess, Education Specialist, IDB
Report of the Fourth SEMPCU Census of Public Secondary Schools in Trinidad and Tobago	George Legall, Consultant
Questions and Answers/Discussion	
Effect of Retro-fitting the Logical Framework Matrix on Allocation of Funds and Achievement of Planned Outcomes	Mr. Michael Ramkissoon
Questions and Answers/Discussion	
Lessons Learnt and the Way Forward	George Legall
Closing Remarks	Mr. Michael Ramkissoon

Present:

Michael Ramkissoon	SEMPCU
Brenda Moore	Project Manager, RDAU
Aritha E. Ram	SEMPCU
Tamala Burgess	SEMPCU
Anika McDonald	SEMPCU
George Charles	SEMPCU
Amanda Jardim	SEMPCU
Lenor Baptiste-Simmons	Acting Director of Educational Planning, MOE
Grace Achoy	Library Services
Harrylal Seecharan	Director, Educational Research and Evaluation, MOE
Maurice Chin Aleong	Project Manager, Seamless Education System Program
Dr. George Legall	Consultant for the Final Program Evaluation
Ryan Burgess	Team Leader, IDB
Neeca Brathwaite	Operations Sr Analyst, IDB
Jennifer Raffoul	Research Assistant, IDB

Opening Session. The meeting began with opening remarks from Michael Ramkissoon, SEMP Program Coordinator. He noted that the goal of the seminar was to review the lessons learned from the results of SEMP, especially regarding sustainability. Dr. Ryan Burgess of the IADB echoed this and thanked all the participants for their time and sharing of information.

Dr. George Legall, consultant, reported on the findings of his evaluation of the project, using a Power Point presentation. A copy of the presentation is appended to this report. The following summarizes the discussion that followed the presentation.

Accomplishments of the project. The meeting indicated that not all of the accomplishments of the project were captured in the final evaluation, namely, the delinking of the Teaching Service Commission from the rest of the public service commission. In addition, the report does not capture the fact that some projects were developed eg. Decentralisation of the Ministry and the School Board system, the Student Registration system, the Substitute Teacher system, Proxy Means Testing, the Education Management Information System (EMIS), but were not implemented or rolled-out by the Ministry of Education for various reasons.

Factors that affected the achievement of the project outputs and outcomes during implementation

- **Project Design.** In terms of design, the project model may have been inappropriate, as it may have over-emphasized the value of inputs and expenditure on construction, at the expense of process changes and catalyzing value for money. The value of additional infrastructure is dubious if the pass rates for students have changed little over 12 years.
- **Political Changes.** There were many changes in political administration during the life of the project, as well as many changes in Ministers. Each change precipitated a change in policy direction, revalidation of the project's objectives and rationale which caused delays.
- **Financial Allocation.** Over the lifetime of SEMP, the funding allocated by the Ministry of Finance under the Public Sector Investment Program (PSIP) was variable and uncertain despite the requests made by the Ministry of Education to honour contracts already in execution etc. Further, allocations are determined at the beginning of each fiscal year, and there is no multi-year allocation, so planning is challenging. In addition, there has been no mid-term review (ie additional allocations) for the last 3 years, since the beginning of the financial downturn. To compound the issue, Ministries cannot spend beyond their annual allocation so even though there were funds available under the loan, SEMP could not move forward with projects because of the limited fiscal allocation. The lack of funding impacted the work of the departments since it directly impacted the staffing of the departments.
- **Monitoring and Evaluation.** There was not a strong M&E function throughout the project. The post of Monitoring and Evaluation Specialist was filled for only one and a half years during the entire life of the project.
- **Lack of Ownership** by some divisions/units in the Ministry of Education, who saw SEMPCU as the implementation unit.
- **Inadequate Human Resources.** This was experienced both in the Ministry of Education and within SEMPCU. Ministry staff in many instances added activities from this program to their already burdened workload. In the cases where staff was hired,

they were contract staff and therefore subject to security of tenure issues. Within SEMPCU, many of the technical positions were not staffed e.g Reading Specialist, IT Specialist etc which limited the technical support the Unit could provide to the Ministry.

- **The capacity of the school.** For many of the projects done by this loan, the school was the point of convergence, which stretched their capacity to implement and to report on outcomes. Specifically, with respect to the ICT project, some schools did not have the infrastructure to accept the computers and did not have the IT staff to support their use. In addition, there was little accountability by Principals to the Ministry for the use the equipment given to them for the benefit of their students. In addition, many schools have lost equipment in circumstances that seem questionable. Though this could be due to a lack of security or administrative features, the meeting articulated that a challenge exists in making the schools realize that they are the owners/custodians of the equipment.
The Masters in Educational Leadership which was implemented under SEMP, was intended to strengthen school management, including asset management and security. This course can be re-offered in future education programs and be complimented by other incentives and penalties for accountability.
- **Change in IDB Counterparts.** The meeting indicated that the project had a number of changes of IDB Specialists and this also affected the pace of implementation in terms of becoming familiar with the project and also because members of staff had different interpretations of the Bank's rules.

Lessons learnt and the way forward. The meeting discussed some initiatives and activities that could be employed in this area as well as some of the risks. A summary is presented below.

- **Public Information Campaign.** The Ministry of Education should capitalize on the achievements of the project through a sensitization/information campaign.
- **Transition Plan.** Because the loan conceptualised a coordinating role of the Executing Agency, it is important that the projects be transitioned to the Ministry, in terms of physical files and status.
- **Improve Ownership and Direction from MOE.** There needs to be a clear direction from the MOE to shape the direction of information to the schools in the long term.
- **Consider Alternate Financing Arrangements.** Including the possibility that the project coordination and implementation units may be self-sufficient units in terms of funding.
- **System of Accountability for teachers and principals.** There must be institutional responsibility, if not personal responsibility. This has taken place to some extent, in instances such as skills development, computer use, policies, etc. SEMP did make a significant contribution. However for going forward, it is crucial to examine issues of accountability, which may include teacher absenteeism, performance review, rewarding performance, incentives and penalties for principals and teachers.
- **Implement pass rates targets** for schools: It was strongly suggested by workshop participants that pass rate increases be explicitly measured, perhaps in increments such

as 5-10% increases. This can be combined with penalties such as reductions in funding for the school (not the teacher) by 5-10%; or comparable increases for positive results.

- **Increased focus on school-based management.** It was emphasized that the financing variation should affect allocations for the running of schools - not teacher salaries.
- **NCSE.** The sustainability of this project is unknown. The marking of scripts was originally funded under SEMP. However, the closure of the program means that the Ministry will have to pay markers and the rates being offered are currently very low. As a result, markers have not been accepting contracts. To compound this issue, the unit responsible for this project is shortstaffed and does not have resources to process in a timely manner the paysheets of the markers who do come forward.
- **Maintenance of equipment and assets purchased under the program** is an area of concern.
- **Change management including cultural change.**
- There was general consensus that the Ministry has not taken on board lessons learnt from other past projects since the same issues seem to be repeated with this project, with respect to financing arrangements, and the design of the project.

In addition, the model for implementing the SEMP loan which focused on input – process - output should be revisited for future projects to focus on results and impact. The Ministry should establish a Project Implementation Unit as part of its organizational structure to alleviate the perception that projects are not part of the Ministry.

Conducting mid-term reviews of projects are important, since they provide an opportunity to correct/re-focus the project.

Closure of the Workshop. The Project Manager, in closing the workshop, offered thanks to the IDB and to the staff of the Executing Agency for their hard work and dedication in seeing this project through and for the successful disbursement of US\$105million.

Borrower Evaluation



Inter-American Development Bank Project Completion Report –2006 PCR Borrower Evaluation

Project Name: SEMP	
Executing Agency(ies): MINISTRY OF EDUCATION	
Borrower: TRINIDAD AND TOBAGO (GOVERNMENT)	
Date of Project Approval:	Date of Contract Effectiveness:
Date of Borrower Evaluation: FEBRUARY 2011	Expected Date of Exit Workshop: 15 TH FEBRUARY 2011

Borrower Project Performance Ratings

Probability on Achieving its Development Objective(s):

[/] Highly Probable (HP) [] Probable (P) [] Low Probability (LP) []
Improbable (I)

Project Implementation:

[/] Highly Satisfactory (HS) [] Satisfactory (S) [] Unsatisfactory (US) [] Very
Unsatisfactory (VU)

Sustainability of Project Results:

[] Highly Probable (HP) [/] Probable(P) [] Low Probability (LP) []
Improbable (I)

Comments: *Risk of some initiatives not having the highest level of sustainability due to limited funding and changed focus of new government.*

Borrower Performance During Project Preparation

Please rate your own performance during Project Preparation:

[] Highly Satisfactory (HS) [] Satisfactory(S) [] Unsatisfactory (US) [] Very
Unsatisfactory (VU)

Comments: Unable to respond joined SEMPCU in 2004

Borrower Performance During Project Execution

Please rate your own performance during Project Execution:

[/] Highly Satisfactory (HS) [] Satisfactory(S) [] Unsatisfactory (US) []
Very Unsatisfactory (VU)

Comments: Over the last couple of years my own project responsibility was expanded, a challenge which I met head on and executed with a high degree of professionalism and success.

Bank Performance During Project Preparation

Please rate the Bank's performance during project preparation. Factors to be considered include the extent to which the Bank facilitated a participatory project design, proposed adequate technical solutions to the problems identified, and responded to the needs of the Borrower (timeliness, selection of instrument type).

[] Highly Satisfactory (HS) [] Satisfactory(S) [] Unsatisfactory (US) []
Very Unsatisfactory (VU)

Comments: Unable to comment

Bank Performance During Project Supervision

Please rate the Bank's overall performance during project supervision. Factors to be considered include technical assistance (including informal and formal training) to Executing Agency, timeliness of Bank response and the Bank's flexibility to respond to emergency situations during project implementation.

[/] Highly Satisfactory (HS) [] Satisfactory(S) [] Unsatisfactory (US) []
Very Unsatisfactory (VU)

Comments: Over the past seven years my experience with the bank has been very positive. The bank's personnel were always willing to assist in all areas in which help was requested.

Additional Suggestions for Improving Bank Performance

Additional comments/suggestions for improving Bank performance in the future.

It would be very helpful for the bank to be cognisant of local peculiarities as it relates to processes of decision making and project implementation. Many of the processes though similar to elsewhere are implemented in a somewhat different manner in Trinidad and Tobago. A deeper understanding of some of these will be very useful in assessing performance by executing agencies.

Borrower Representative Mr. Michael Ramkissoon

Evaluation Report and Evaluation Supplement

[Report of the Fourth SEMP Census of Public Secondary Schools: 2010](#)

[Report of the Fourth \(SEMP\) Census of Public Secondary Schools: 2010 Supplement](#)

PMR Summary Report



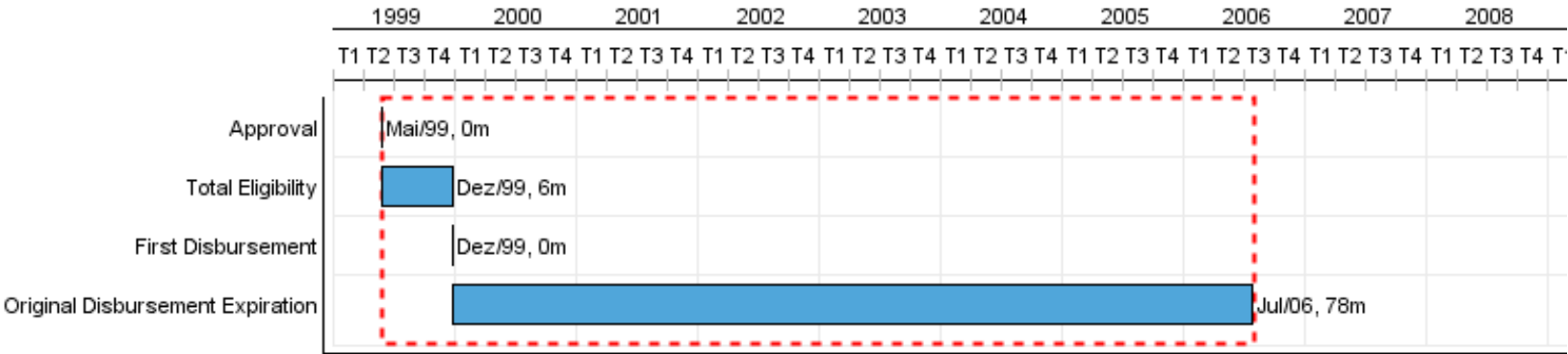
PROGRESS MONITORING REPORT

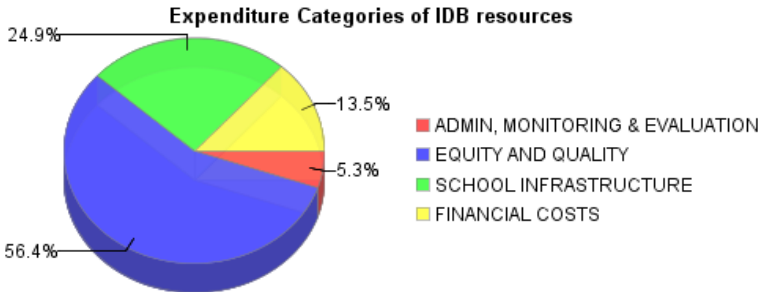
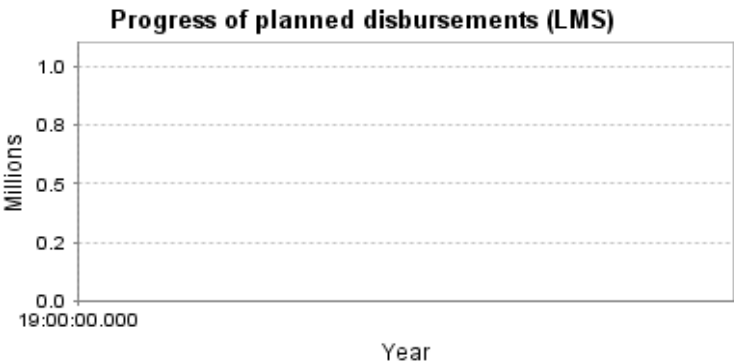
TT0023 - Secondary Education Program
2010 2º period with closure up to(31-Mar-2011)

Inter-American Development Bank - IDB
Office of Strategic Planning and Development Effectiveness
Last Update: 14/04/2011

Summary Report

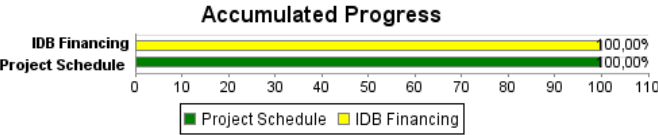
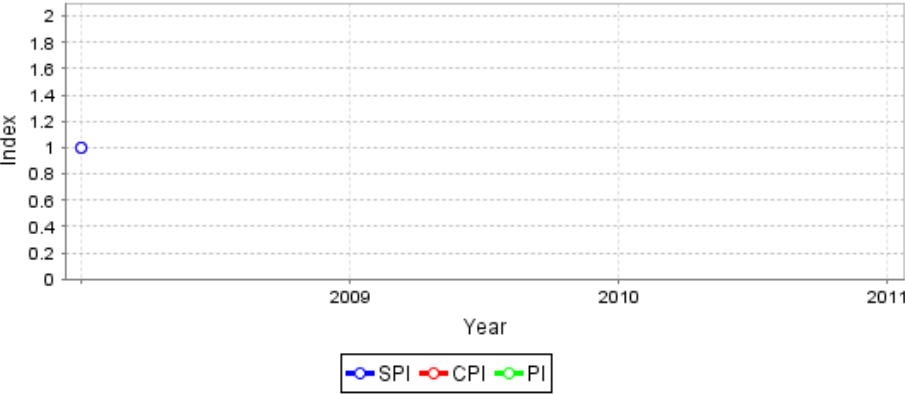
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Executing Agency (EA):	MINISTRY OF EDUCATION				
Sector:	EDUCATION-SECONDARY EDUCATION				
Loan Number(s):	1180/OC-TT	Current Approved Amount:	105.000.000,00	Original IDB:	105.000.000,00
Stage:	Approved	Disbursed Amount to Date:	105.000.000,00	Current IDB:	105.000.000,00
Operation Type:	LON - Loan Operation	% Disbursed:	10,000	Pari-passu:	4,499
Related Operation(s):	TC9801326	Balance:		Co-Financing/Country:	45.000.000,00
Operation Subtype:	ESP - Specific Investment Operation			Original Estimate:	150.000.000,00
Team Leader:	Burgess, Ryan Heath			Amortization Period (months):	210
Project Environmental and Social Impact Category		Reformulation		Validation	
Project Environmental and Social Impact Category:	B	() Was the objective(s) of this project reformulated?		Validated by Division Chief:	Apr 14, 2011
				Validated by Country Representative:	Apr 27, 2011

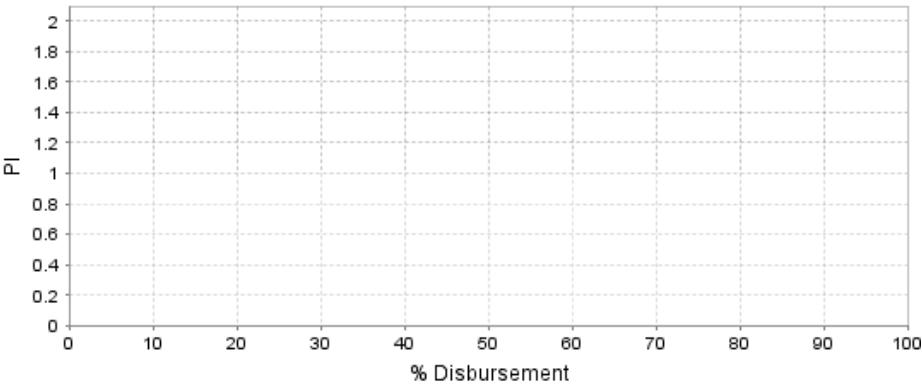




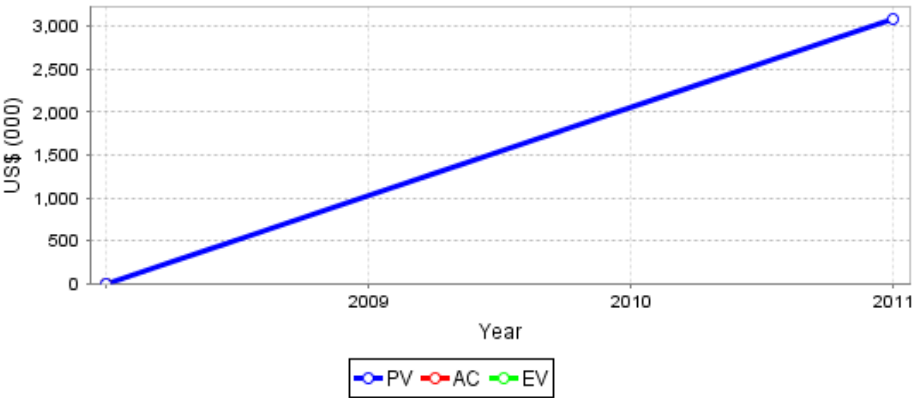
Accumulated Progress as of 2010

Performance Index (PI)





Earned Value (EV)



Results

Result: 1. Accessibility to secondary education improved.

Indicator	of Measure	Baseline	Baseline Year		2006	2008	2009	2010	End of project
Access to secondary education of students of age cohort	%			P A	100.00		100.00 100.00	100.00 100.00	10,000 300.00

Result:	2. Educational content and teaching methodologies transformed to meet the needs of a modern, skills-based economy.
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Indicator	of Measure	Baseline	Baseline Year		2006	2008	2009	2010	End of project
ICT competency level of students (as measured by the passing rate in the technology education exams)	%	20.00	2000	P			40.00	40.00	4,000
				A			52.00	55.00	107.00
Rate of CXC passes	%	40.00	2000	P			60.00	60.00	6,000
				A			85.00	45.00	130.00
Gross total ratio of enrollment at higher education in the relevant cohort	%	7.00	2000	P			20.00	20.00	2,000
				A			60.00	30.00	90.00

Result:	3. A more efficient management of resources developed.
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Indicator	of Measure	Baseline	Baseline Year		2006	2008	2009	2010	End of project
Integrated EMIS fully operational	EMIS		1999	P					0,00
				A					
An effective and efficient scheme for provision of substitute teachers in place.	System		2000	P			1.00		100
				A		1.00	1.00		2.00
Schools signed up to the school development planning initiative	%	10.00	2000	P			67.00	100.00	10,000
				A			67.00	100.00	167.00

Result:	Administration, Monitoring and Evaluation, and Financial Costs
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Result:	Quality of secondary education improved.
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Indicator	of Measure	Baseline	Baseline Year		2006	2008	2009	2010	End of project
Schools adopt the new curriculum developed.	Schools		1999	P			132.00		13,200
				A			132.00		132.00
Secondary school graduates attain national certification of essential "skills and competencies" required for the workplace.	Percent		1999	P			100.00	100.00	10,000
				A				34.00	34.00

Result:	Strengthened sectoral management capacity at the central, regional and local levels.
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Indicator	of Measure	Baseline	Baseline Year		2006	2008	2009	2010	End of project
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# of planned decentralized educational offices (RED) fully operational and staffed	Offices		1999	P			2.00		200
				A			2.00		2.00

Outputs: 2010 Annual Physical and Financial Progress 2010

Description	Unit of Measure	Physical			Financial		
		Planned	Actual	EOP Project	Planned	Actual	Output Costs
QUALITY REFORMS OF SECONDARY SCHOOL EDUCATION							
Curricula revised for Forms 1 -5 in seven subject areas	Forms (grades)	200	200	500	61.060,34	70.939,90	1.282.783,21
Professional Development programmes developed for teachers and school leaders	Programmes	300	300	1,800	500.400,37	999.478,66	5.867.146,46
Schools and MOE Units equipped with updated teaching and learning resources.	Schools	13,400	13,400	13,400	3.952.672,42	5.070.754,53	42.549.715,07
Baseline study (evaluation) completed	Studies	100	100	400	35.714,00	35.714,00	67.214,00
New Secondary schools built	Schools			1,800	15.969.005,19	25.376.216,64	25.376.216,64
Secondary schools rehabilitated	Schools			9,000			716.699,89
Materials (and guides) developed for the National Certification in Secondary Education (NCSE) for Levels 1 and 2.	Levels			200			1.329.044,97
SUPPORT FOR OTHER EDUCATIONAL REFORMS							
Schools signed on to the school development planning initiative.	Schools		13,200	13,200			124.274,00
INSTITUTIONAL REFORM OF THE MINISTRY OF EDUCATION							
Systems developed to improve MOE management	System			300	870.712,35	840.896,68	3.842.943,94
Process review for the decentralization of the MOE completed	Studies	100	100	100	247.321,00	247.321,00	1.363.123,00
Studies to assist the MOE in decision-making about reforms.	Studies		100	500			901.550,20
Administration, Monitoring and Evaluation, and Financial Costs					21.636.885,67	32.641.321,41	83.420.711,38

Issues

Outcomes

Result:	Quality of secondary education improved.	
Issue	Comments	

Indicator: Secondary school graduates attain national certification of essential "skills and competencies" required for the workplace: Passing five subjects is required.	The National Certification Secondary Exam includes 8 subject areas. Similar to the CXC taken at the end of secondary, the Ministry considers 5 passes as the minimum for being considered a full pass in the exam. Since 2007, the pass rates have remained between 31% and 35%.
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Outputs

Output:	Professional Development programmes developed for teachers and school leaders	
Issue		Comments
The programs included 22 certificate, first and higher degree courses and workshops.		Programs for teachers is defined as any professional development initiative be it a certificate program, tertiary level courses or workshops.

Output:	Schools and MOE Units equipped with updated teaching and learning resources.	
Issue		Comments
Included equipment and computers as well as books and periodicals. In 2010 all deliveries were finalised but delivery took place over the life of the program		
Three major activities were not completed due to budgetary constraints - School Based Assessment System, Education Information Management System and the Classroom Collaborative Systems		Budgetary constraints are related to the global financial crisis in which the Government resource allocation for the program was decreased (also due to overall budget cuts across the Government). As a result the mentioned programs could not move forward. (Funds must first be available through Government resources and included in the national budget before the loan resources may be utilized).

Output:	Baseline study (evaluation) completed	
Issue		Comments
Baseline studies conducted in 2000, 2004, 2007 and 2010.		

Output:	Process review for the decentralization of the MOE completed	
Issue		Comments
The decentralisation aspect of the activity did not take place due to a change in Ministry strategic direction.		The Ministry of Education was reviewing how decentralization is to take place and held discussions to change its strategic direction. As a result, the full decentralization did not take place.

Output:	Studies to assist the MOE in decision-making about reforms.	
Issue		Comments
Rate of Return Study was not completed		
The ICT capability and capacity assessment stalled due to contract payment issues.		During 2009 and 2010, the MOE was in discussions with the consultant regarding payment of Value Added Tax. As a result of the dispute, the program was stopped and partially completed.

Output:	New Secondary schools built	
Issue		Comments

Schools were constructed initially with counterpart resources but the Bank reimbursed the Government for some of those costs.	Initially, the Government chose to utilize counterpart resources for school construction. In 2009 and 2010, the Ministry of Education pursued reimbursement for those expenses. After a review of the documentation, the Bank was able to reimburse the Government for expenses incurred in the construction of 6 schools.
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Output:	Secondary schools rehabilitated	
Issue		Comments
Number of schools rehabilitated refers to schools converted from a double-shift school to a single-shift school.		In addition to the rehabilitation of schools converted to single shift schools, additional schools were refurbished. The Ministry of Education has not provided the exact number of schools rehabilitated. Once the information is available, it will be added to the PCR.

Output:	Counterpart	
Issue		Comments
Amount spent on school construction increased from US\$42.6M to US\$96.4M. An additional US\$26M was spent on Teaching and Learning Resources (TALS).		The increase in construction is related to additional refurbishment of schools completed, which was beyond the original plan of the program. Construction costs increased at a high rate. In TALS, expenses included outfitting schools in preparation of receiving equipment. Since purchases were made later in the loan period, prices were much higher.

Changes to the Matrix

Issue	Comments
Change in targets	Outcome indicator: # of planned decentralized educational offices (RED) fully operational and staffed The target was changed from 8 to 2. Decentralization has been on ongoing discussion within the Ministry of Education in terms of agreeing on how to proceed. Steps have been taken however full decentralization was not expected and target changed.

Issue	Comments
Change in impacts/ outcomes/ outputs	The original Outcome, Improve accessibility and quality of secondary education. was divided into two Outcomes and wording changed to reflect an achievement. The two new Outcomes are: Outcome: Accessibility to secondary education improved; Outcome: Quality of secondary education improved. The indicators have been shifted to reflect this change. The indicator regarding the revised curriculum in schools falls under Quality education, and the indicator related to increased access falls under the Outcome Accessibility to secondary education improved.

Issue	Comments
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Change in impacts/ outcomes/ outputs	The original outcome, Develop a more efficient management of resources, while strengthening sectoral management capacity at the central, regional and local levels, was divided into two separate outcomes and wording changed to be focus on results. The new outcomes are: Outcome: A more efficient management of resources developed; and Outcome: Strengthened sectoral management capacity at the central, regional and local levels. As a result, the indicator related to the number of decentralized district offices was moved under the Outcome: Strengthened sectoral management capacity at the central, regional and local levels.
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General

Issue	Comments
The PSIP allocation for SEMP in the 2010 - 2011 fiscal year is TT\$10 million although SEMPCU requires TT\$23 million for contract payments.	SEMPCU is exploring options with the Minister regarding increasing the PSIP allocation to meet contract obligations.

Issue	Comments
Counterpart funding for the program exceeding the original planned amount.	In the loan agreement, the counterpart funding was planned at US\$45M. However, during the initial years of the program, the Government focused on school construction and decided to use Counterpart funding. The costs for school construction were also higher than originally estimated. Overall, the Government has contributed approximately US\$104M.

Issue	Comments
The information required to provide detailed data per year since 1999 was not available. Therefore, all information from previous years was consolidated into 2009.	The decision to consolidate information was made in discussions with SPD and is due to the lack of available information as required to complete the sections for all previous years.

Risks

Id	Type	Description	Probability	Impact	Severity
1	Development	Not to achieve agreed indicators due to a lack of a monitoring and evaluation unit.	2	2	Moderate
2	Environmental and Social	Non compliance of scheduled activities due to cumbersome procurement process	1	1	Low
3	Fiduciary	Poor collaboration between PEU, MOE Departments and schools due to weak communication	3	3	High
4	Development	Not to achieve agreed indicators due to a lack of a monitoring and evaluation unit.	2	2	Moderate
5	Environmental and Social	Non compliance of scheduled activities due to cumbersome procurement process	1	1	Low
6	Fiduciary	Poor collaboration between PEU, MOE Departments and schools due to weak communication	3	3	High