



## WORKFORCE DEVELOPMENT

### Dimensions

#### Strategic Framework

Workforce Development (WfD) is a growing priority among government leaders as it is recognized as a key factor in promoting social and economic development. The engagement of non-government stakeholders in policy dialogue is encouraged at the Technical and Vocational Education (TVET) Council. The country has taken steps towards identifying skills gaps but these efforts are yet to be routine or institutionalized. Other measures to foster a demand-driven approach to WfD are rather scarce. Coordination among government agencies and ministries responsible for WfD is mostly ad hoc, which has occasionally led to overlaps in mandates and initiatives.

#### System Oversight

The impact of funding for WfD on beneficiaries is assessed for certain programs, but this practice has yet to be systemic and institutionalized. The government has established a National Qualifications Framework and competency standards in an effort to assure relevance and quality of training. However, not all training facilities are required to make use of these standards. Learning pathways are limited; graduates of TVET programs have few opportunities to pursue further studies and little attention has been paid to the recognition of prior learning. Various initiatives offer training services that are targeted to the disadvantaged.

#### Service Delivery

The country provides limited incentives for private provision; TVET institutions are mostly government-owned. Training providers are not expected to meet specific targets and limited measures are in place to incentivize good performance. Partnerships with employers to enhance training provision are rather limited and mostly informal; they tend to concentrate around the development of curricula and the specification of facility standards. Arrangements for collecting, analyzing and using data to improve WfD policies and practices are yet to be developed.

### Status

Emerging



Emerging



Latent



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## Executive Summary

Saint Lucia, a developing island with a growing unemployment rate, has experienced fluctuation in economic stability due to its vulnerability to external economic conditions. The Island, while relatively resilient, has numerous challenges including significant levels of poverty, high unemployment rates even among the educated youth, and critically underdeveloped human capital. To grow sustainably, a skilled workforce is required not only to advance the performance of the private sector but to create an economic climate ideal for local and foreign private investment.

Over the last decade, the government of Saint Lucia has realized the importance of developing its workforce as a fundamental condition to improve its economic prospects and socioeconomic status. In an effort to aid the government in this endeavor, the World Bank has provided a diagnostic tool for the assessment of the institutional bottlenecks that may be hindering progress. This assessment was intended by the World Bank as a step towards deepening dialogue on Saint Lucia's challenges in workforce development. The SABER-WfD assessment classifies the workforce development system according to four stages of maturity in policy and institutional development as (1) latent, (2) emerging, (3) established and (4) advanced.

The SABER-WfD assessment results rate Saint Lucia's system at the emerging level in the functional dimensions of Strategic Framework and System Oversight and at the latent level in Service Delivery. These results highlight that government leaders are gradually becoming committed to WfD as shown by recent efforts towards setting a national strategy that is aligned with the strategic goals of the Island. The lower score when we shift from strategy to implementation, more so in the dimension of Service Delivery shows that, while WfD is surely becoming a significant political priority, training provision practices are yet to be improved.

The SABER-WfD assessment points to particular areas of Saint Lucia's WfD system which require attention and improvement, including: (a) developing a national skills development strategy that is aligned with the Island's economic prospects and socioeconomic goals; (b) developing, with the collaboration of the Ministry of Finance, a budget plan that allows the effective implementation of such strategy and sustainable financing mechanisms; (c) increasing and improving coordination between relevant ministries and government agencies; (d) encouraging more institutionalized partnerships between training providers and industry; and (e) developing, alongside the private sector and industry specialists, reliable assessments of the demand for skills.

The government has taken steps to address some of these challenges, such as the creation of the National Productivity Council consisting of government ministries, agencies and other stakeholders to identify productivity hindrances and provide solution alternatives. Saint Lucia has also included in its four-year Medium Term Development Strategy dispositions so that students and employees can develop their capacity to compete in their productive endeavors regionally and globally.

## 1. Introduction

Saint Lucia is a Small Island Developing State, whose economy suffered a significant setback after the devastation of its once solid banana industry in the early 2000s. The Island’s economy has also experienced anemic growth since the global financial crisis in 2008. The country is now highly dependent on tourism, the main source of employment and income, which makes up 39 percent of GDP approximately. As internal consumption of commodities and industrial inputs also relies heavily on imports, Saint Lucia is vulnerable to external economic, political and climatic conditions.

Over the last decade, the country has witnessed increased unemployment, especially within the youth bracket. In an economy with such limited diversification, unemployment has become structural. Understanding the threat that unemployment poses to the stability of the Island, the government has noted the urgency of developing strategies for providing relevant training and educational opportunities necessary to create a strong workforce.

### Analytical Framework

To inform policy dialogue on these important issues, this report presents a comprehensive diagnostic of Saint Lucia’s workforce development (WfD) policies and institutions. The results are based on a World Bank tool designed for this purpose. Known as SABER-WfD, the tool is part of the World Bank’s initiative on Systems Approach for Better Education Results (SABER) whose aim is to provide systematic documentation and assessment of the policy and institutional factors that influence the performance of education and training systems. The SABER-WfD tool encompasses initial, continuing and targeted vocational education and training that are offered through multiple channels, and focuses largely on programs at the secondary and post-secondary levels.

The tool is based on an analytical framework that identifies three functional dimensions of WfD policies and institutions:

(1) *Strategic Framework*, which refers to the praxis of advocacy, partnership, and coordination in relation to the objective of aligning WfD in critical areas to priorities for national development;

(2) *System Oversight*, which refers to the arrangements governing funding , quality assurance and learning pathways that shape the incentives and information signals affecting the choices of individuals, employers, training providers and other stakeholders; and

(3) *Service Delivery*, which refers to the diversity, organization and management of training provision, both state and non state, that deliver results on the ground by enabling individuals to acquire market- and job-relevant skills.

Taken together, these three dimensions allow for systematic analysis of the functioning of a WfD system as a whole. The focus of the SABER-WfD framework is on the institutional structures and practices of public policymaking and what they reveal about capacity in the system to conceptualize, design, coordinate and implement policies to achieve results on the ground.

Each dimension is composed of three Policy Goals that correspond to important functional aspects of WfD systems (see Figure 1). Policy Goals are further broken down into discrete Policy Actions and Topics that reveal more details about the system.

**Figure 1: Functional Dimensions and Policy Goals in the SABER-WfD Framework**

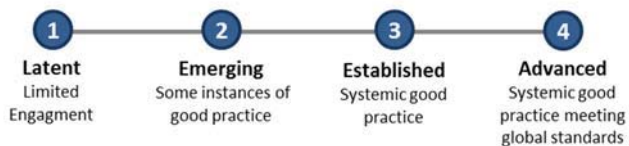


Source: Tan et al. 2013

## Implementing the Analysis

Information for the analysis is gathered using a structured SABER-WfD Data Collection Instrument (DCI). The instrument is designed to collect, to the extent possible, facts rather than opinions about WfD policies and institutions. For each Topic, the DCI poses a set of multiple choice questions which are answered based on documentary evidence and interviews with knowledgeable informants. The answers allow each Topic to be scored on a four-point scale against standardized rubrics based on available knowledge on global good practice (see Figure 2).<sup>1</sup> Topic scores are averaged to produce Policy Goal scores, which are then aggregated into Dimension scores.<sup>2</sup> The results are finalized following validation by the relevant national counterparts, including the informants themselves.

**Figure 2: SABER-WfD Scoring Rubrics**



Source: Tan et al. 2013.

The rest of this report summarizes the key findings of the SABER-WfD assessment and also presents the detailed results for each of the three functional dimensions. To put the results into context, the report begins below with a brief profile of the country's socioeconomic makeup.

<sup>1</sup>See Annex 3 for the rubrics used to score the data. As in other countries, the data are gathered by a national principal investigator and his or her team, based on the sources indicated in Annex 4; and they are scored by the World Bank's SABER-WfD team. See Annex 5 for the detailed scores and Annex 6 for a list of those involved in data gathering, scoring and validation and in report writing.

<sup>2</sup>Since the composite scores are averages of the underlying scores, they are rarely whole numbers. For a given composite score, X, the conversion to the categorical rating shown on the cover is based on the following rule:  $1.00 \leq X \leq 1.75$  converts to "Latent";  $1.75 < X \leq 2.50$ , to "Emerging;"  $2.50 < X \leq 3.25$ , to "Established;" and  $3.25 < X \leq 4.00$ , to "Advanced."

## 2. Country Context

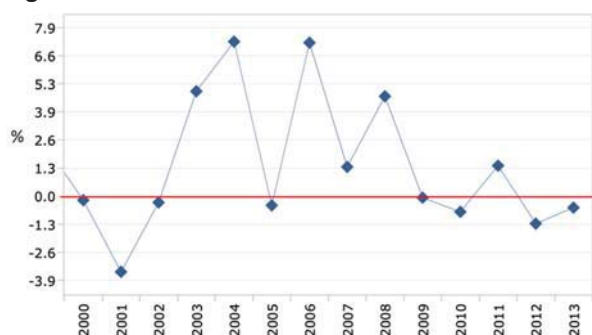
Saint Lucia is a Middle Income Small Island Developing State (MI-SIDS) situated in the Eastern Caribbean region. The country has a high Human Development Index (0.725 in 2012), generally attributed to significant investments in social development that have resulted in relatively low levels of maternal and infant mortality, attainment of universal primary and secondary education, and increasing life expectancy. However, recent environmental and economic shocks have put this and other historical achievements at risk.<sup>3</sup>

Like many other Small Island Developing States, Saint Lucia is confronted by exogenous risk factors such as economic volatility and environmental/climatic hazards. The economic volatility stems primarily from the Island’s reliance on a narrow range of exports and limited government revenues. Environmental and climatic risks present another dimension of vulnerability that can affect the nation’s ability to provide education, reduce poverty, and ensure personal safety. These present a number of economic and social costs associated with preemptive measures to reduce vulnerability and restore vital infrastructure compromised by environmental disaster.<sup>4</sup>

### Economic Trends

Over the last decade, economic growth in Saint Lucia has fluctuated greatly, which can be explained by the country’s dependence on a few economic sectors and on the conditions of external markets (see Figure 3).

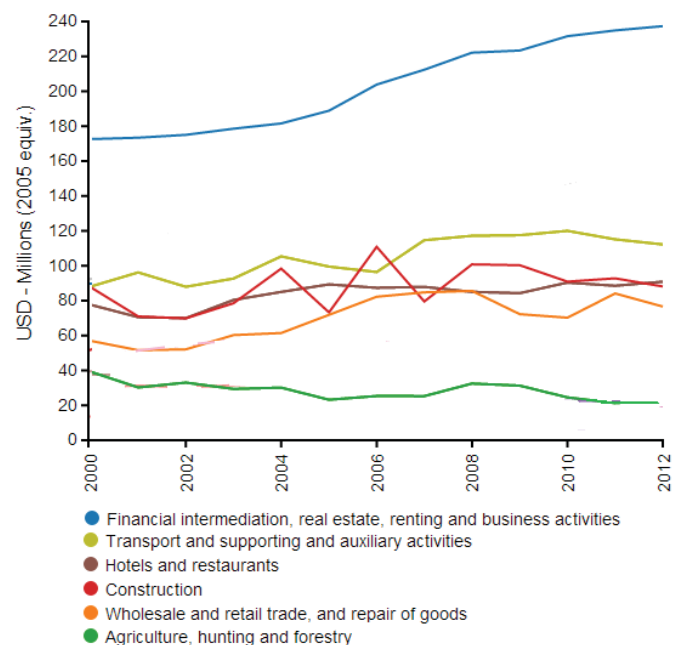
Figure 3: GDP Growth in Saint Lucia



Source: Economic Commission for Latin America and the Caribbean (CEPALStat)

Saint Lucia’s economy is primarily dependent on the tourism and hospitality sector, which has experienced considerable fluctuations over the last decade. After the events of 9-11 the industry suffered significantly but was recovering until the 2008 economic downturn caused the industry to suffer further due to a drop in arrivals from the United States and the Caribbean. As the predominant economic sector of the Island, the tourism and hospitality industry accounts for more than 39 percent of GDP.<sup>5</sup> Other sectors such as financial services, transport, construction, trade, manufacturing and services are also regarded as critical contributing economic sectors. The agricultural sector, once a pillar of the economy, now contributes less than 4 percent of the Island’s GDP due to a loss of preferential access to the European Union market (see Figure 4).

Figure 4: Saint Lucia’s GDP by sector



Source: Economic Commission for Latin America and the Caribbean (CEPALStat)

<sup>3</sup> A Future for SIDS: The Post-2015 Development Agenda- St. Lucia, May 2013

<sup>4</sup> Saint Lucia Medium Term Development Strategic Plan, 2012-2016

<sup>5</sup> World Travel & Tourism Council. Saint Lucia Report, 2013. Note that other sources suggest that the hospitality sector can account for up to 69% of Saint Lucia’s GDP.

### Demographic Trends

According to the 2010 Census Report, Saint Lucia's estimated resident population is 166,526, and its population growth rate is 0.8 since 2004.<sup>6</sup> A large proportion of the population resides in the districts of Castries (40 percent) and Gros Islet (15 percent). Saint Lucia is also predominantly rural, with approximately 28 percent of the population living in urban areas. The country's population is relatively young, with approximately 43 percent between the ages of 25 and 54 and 16 percent between the ages of 15 and 24.

### Employment Trends

In Saint Lucia, unemployment is partially considered structural and reflects the lack of economic diversification. However, the high and increasing unemployment rate is steadily threatening the stability of the Island. The size of the labor force is determined by underlying demographic factors and participation rates in the country.<sup>7</sup> Although the population has been growing at a relatively slow pace in the last two decades, the participation rates in the labor force have been rising as women have become more active in the labor market. This trend is expected to continue over the next five years.

In 2011, the predominant sources of employment were the sectors of wholesale, retail and repair services (15 percent); accommodation and food services (14 percent); and agriculture, forestry and fisheries (11 percent). As shown in Table 1, regardless of the Island's macroeconomic conditions, the predominance of these sectors in terms of employment creation have remained unchanged: in 2001 they were responsible for 32 percent of employees in the private sector, in 2009 for 27 percent and in 2011 for 40 percent.

The unemployment rate in 2011 was 21 percent. As shown in Figure 5, unemployment appears to affect youth disproportionately (defined as the group between the ages of 15 and 29). Official statistics showed that at the end of 2010 the unemployment rate for young people was about 34 percent. Women also seem to have more difficulties than men in finding employment, which is probably explained by the fact that female participation in the education system and labor markets is relatively recent.

The unemployment rate in 2011 was 21 percent. As shown in Figure 5, unemployment appears to affect youth disproportionately (defined as the group between the ages of 15 and 29). Official statistics showed that at

**Table 1: Labour force by industry group 2001-11**

Sector	2001*		2002**		2009**		2010***		2011**	
	Count	%	Count	%	Count	%	Count	%	Count	%
Agriculture, forestry, fisheries	5,445	8.7	7,440	11.2	3,831	5.5	6,532	4.1	8,000	10.9
Mining and quarrying	-	-	-	-	139	0.2	128	0.1	460	0.6
Manufacturing	4,544	7.3	4,700	7.6	3,215	4.7	3,762	2.4	4,491	6.1
Electricity, gas, steam and AC	627	1.0	630	1.0	1,946	2.8	454	0.3	256	0.3
Water supply, sewerage	-	-	-	-	-	-	407	0.3	451	0.6
Construction	4,454	7.2	4,650	7.6	5,883	8.5	7,390	4.6	5,416	7.4
Wholesale, retail, repair services	8,238	13.3	8,850	14.4	7,235	10.5	10,724	6.7	11,143	15.2
Transport and storage	3,543	5.7	3,120	5.1	3,306	4.8	3,675	2.3	4,168	5.7
Accommodation & food services	6,092	9.8	6,490	10.5	7,953	11.5	9,505	6.0	10,130	13.8
Information and communication	-	-	-	-	-	-	1,268	0.8	1,600	2.2
Financial and insurance activities	1,184	1.9	1,020	1.7	1,025	1.5	1,899	1.2	778	1.1
Arts, entertainment & recreation	-	-	-	-	-	-	798	0.5	1,299	1.8
Other sectors/industries	27,994	45.0	24,540	39.9	33,327	49.1	112,740	70.8	25,157	34.3
<b>Total</b>	<b>62,111</b>	<b>100</b>	<b>61,440</b>	<b>100</b>	<b>67,860</b>	<b>100</b>	<b>159,282</b>	<b>100</b>	<b>73,349</b>	<b>100</b>

Source: Saint Lucia Labor Market Skills Assessment, 2013

Note: \*CSO: Census 2001; \*\* CSO Labour Force Surveys 2002, 2009 and 2011; \*\*\* CSO: Census 2010

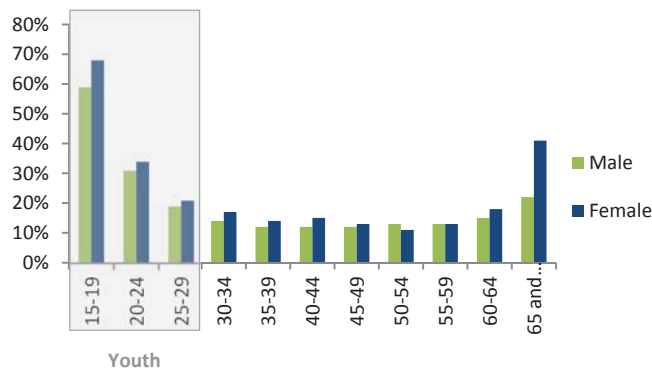
<sup>6</sup> World Development Indicators. Visited on October, 2014

<sup>7</sup> Saint Lucia Labour Market Needs Assessment May 2013

the end of 2010 the unemployment rate for young people was about 34 percent. Women also seem to have more difficulties than men in finding employment, which is probably explained by the fact that female participation in the education system and labor markets is relatively recent.

In order to better understand Saint Lucia’s labor market dynamics, in 2013 the country undertook a Labor Market Needs Assessment. Regarding the causes of unemployment, data collected revealed that only 7 percent of job seekers have a higher education degree, 33 percent have completed secondary education, and 60 percent have below secondary level education, which severely decreases their chances of gainful employment.

**Figure 5: Unemployment Rate by Age and Gender (2010)**



Source: Authors’ creation based on information from the 2010 Population and Housing Census

**Education and Training**

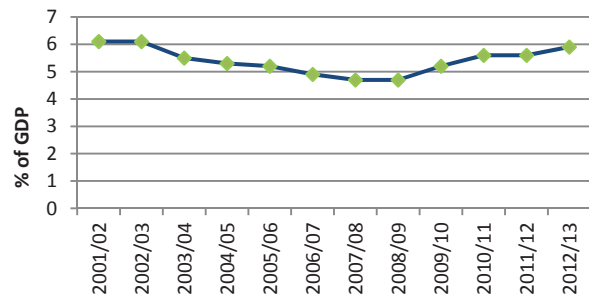
The development of Saint Lucia’s human resource is a major pillar in the Medium Term Development Strategic Plan. The Education Sector Development Plan 2009-2014 plan shows that the country is prepared to go beyond what has been mandated by international commitments in education, with an approach to “reorient the nature, form and content of primary and secondary education to ensure that students can master the foundations for early lifelong learning and the requirements for the effective participation life”.<sup>8</sup>

Education in Saint Lucia receives the second largest share of funding in the annual budget. Although there are limited funds for capital expenditures and new

<sup>8</sup> Saint Lucia Medium Term Development Strategic Plan , Sept 2012  
<sup>9</sup> Calculations based on information from Saint Lucia’s Ministry of Education, Human Resource Development and Labor, and UNESCO’s Institute for Statistics.

educational programs, the government of Saint Lucia devotes a relatively important proportion of its GDP to recurrent funding for education (see Figure 6). While, on average, between 2000 and 2011 the Island allocated 5.4 percent of its GDP to education, the regional average for the same period was 4.3 percent.<sup>9</sup>

**Figure 6: Expenditure on Education as a percentage of GDP**



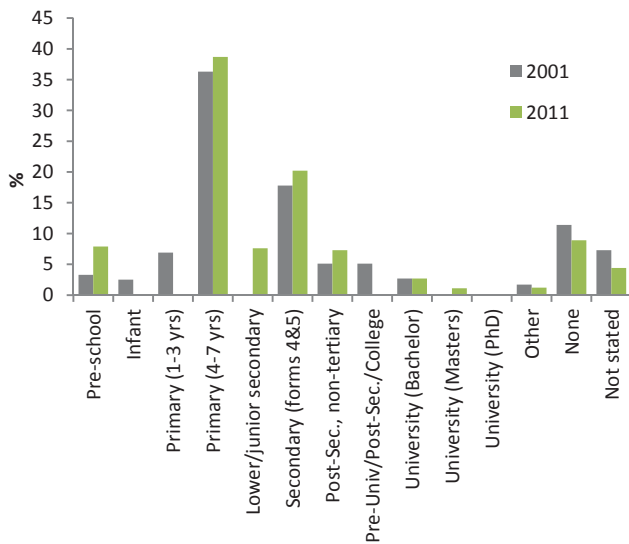
Source: Saint Lucia’s Ministry of Education, Human Resource Development and Labour

The educational level of the workforce has changed in the last two decades. While in 1994 the majority of workers had no certificates and had completed primary education only, the proportion of the workforce with diplomas and degrees has increased significantly (see Figure 7). However, even with the average level of education improving, a great percentage of the youth still enter the labor market without obtaining more than a primary education. This is expected to change with the introduction of universal secondary education.



The small share of students completing tertiary education is a concern of the Island. Data from the Central Statistics Office (CSO) show that less than 10 percent of the population 15 years of age and older has an education that goes beyond secondary school certification and that less than 30 percent have an education beyond junior secondary school.<sup>10</sup> CSO data also shows that every year close to 400 adolescents drop out or fail to progress to junior secondary school and close to 500 fail the Caribbean Secondary Education Certificate (CSEC). In 2011, the pass rate at the General and Technical Proficiency levels in the CSEC examinations decreased by 6.1 percent from 2010, with a large number of failing students ending up in the informal sector as semi-skilled workers.

**Figure 7: Education Attainment in 2001 and 2011**



Source: Adapted by the author based on information from the Saint Lucia Labor Market Skills Assessment, 2013

<sup>10</sup> CSO: Census 2010, preliminary data April 2011

### 3. Key Findings and Policy Implications

This chapter highlights findings from the assessment of Saint Lucia’s WfD system based on the SABER-WfD analytical framework and tool. The focus is on policies, institutions and practices in three important functional dimensions of policymaking and implementation: strategic framework, system oversight and service delivery. Because these aspects collectively create the operational environment in which individuals, firms and training providers, both state and non-state, make decisions with regard to training, they exert an important influence on observed outcomes in skills development. Strong systems of WfD have institutional processes and practices for reaching agreements on priorities, for collaboration and coordination, and for generating routine feedback that sustains continuous innovation and improvement. By contrast, weak systems are characterized by fragmentation, duplication of effort and limited learning from experience.

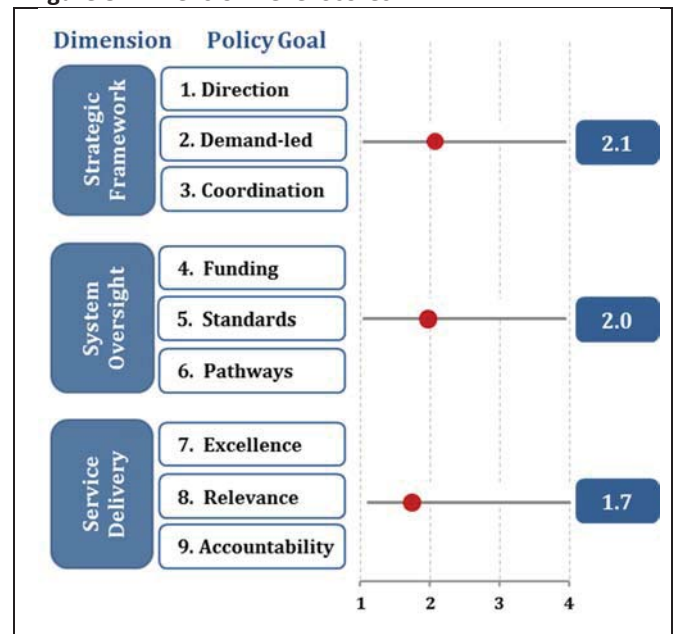
The SABER-WfD assessment results summarized below provide a baseline for understanding the current status of the WfD system in Saint Lucia and discussing ideas on how best to strengthen it in the coming years.

#### Overview of the SABER-WfD Assessment Results

With respect to the **Strategic Framework**, the results of the assessment show that Saint Lucia has achieved an **Emerging** level. Although WfD is a growing priority among government leaders to promote social and economic development, the engagement of non-government stakeholders in policy dialogue is limited to industry specialists on the TVET council. The International Labour Organization (ILO), based on talks with the government of Saint Lucia in August 2014, has attempted the introduction of sector councils which will facilitate better articulation of needs within the sectors by way of possessing a wider range of sector/industry specialists. This articulation of needs will ensure that training is relevant to what each industry requires. The first sector council corresponds to the hospitality industry and operates with assistance from the Saint Lucia Hotel and Tourism Association (SLHTA). The country has taken steps towards identifying skills gaps through the Labor Market Needs Assessment, but such efforts are yet to be routine or institutionalized except for the Labour Market Survey carried out by the National

Skills Development Centre (NSDC) to guide the selection of training programs. Dedicated funding is required for this activity to be mainstreamed into the annual work program of the Labour Department. Other efforts to foster a demand-driven approach to WfD are still in the developmental stages and not at a level for implementation. Coordination among government agencies and ministries responsible for WfD is mostly ad hoc, which has occasionally led to overlaps in mandates and initiatives.

Figure 8: Dimension-Level Scores



Note: See Figure 2 for an explanation of the scale on the horizontal axis. Source: Based on analysis of the data collected using the SABER-WfD questionnaire.

In terms of **System Oversight**, Saint Lucia scores at the **Emerging** level. While the impact of funding for WfD on beneficiaries is assessed for certain programs, this practice has yet to be systemic and institutionalized. The government has established a National Qualifications Framework (NQF) and competency standards in an effort to assure relevance and quality of training. All training facilities are to make use of the standards provided by TVET and must be approved training centers in order for valid certification to be awarded to students and trainees. Learning pathways are limited; graduates of TVET programs possess a few opportunities to pursue further studies and, while increased attention has been paid to the recognition of prior learning, initiatives such as the Organization of Eastern Caribbean States (OECS) Skills Project did not have a prior learning component.

Targeted training services are provided to the disadvantaged through various initiatives.

Saint Lucia scores the lowest under the **Service Delivery** Dimension where it is rated at the **Latent** level. The country provides limited incentives for private provision; TVET institutions are mostly government-owned. Training providers are not required to meet specific targets regarding pass rates of students/trainees, and limited measures are in place to incentivize good performance. Partnerships with employers to enhance training provision are continuous in an effort to train and employ trainees, especially under NSDC programs, projects like the OECS Skills project which called on many employers to provide training, or other programs under which employers offer apprenticeships. Arrangements for collecting, analyzing and using data to improve WfD policies and practices are yet to be developed.

### Policy Implications of the Findings

*Inter-agency coordination:* Institutional coordination can have a direct impact on the quality and relevance of TVET. Increased collaboration and coordination among the Ministry of Education, Human Resource and Labor, and the Ministry of Finance and Economic Planning can facilitate the alignment between the strategies for WfD and the mid-term economic plans by outlining the educational needs of the country and charting a path towards strategically pumping resources into a National Development Goals Plan which will assist economic growth. Although some steps have been taken in this direction, it is not clear what the incentives are for WfD actors (e.g. training providers and employers) to circumscribe their actions to the national vision for WfD. These two ministries should continue to conduct consultations, with particular attention to the input of non-state WfD actors, to better understand the skills the economy needs and ensure wide ownership of national strategies for skills development.

*Assessments of skills needs:* Although over the past decade some efforts have been made to assess skill needs, studies have been highly dependent on the availability of funds and, hence, are not part of an institutionalized practice. Under the current circumstances, unless external funding is obtained or the importance of these assessments is understood, the probability of receiving government funding for future assessments is low. Initiatives to build the capacity of

employers to assess, forecast and communicate their skills needs could greatly enhance the ability of the WfD system to adapt and respond to these needs more rapidly.

*Partnerships with employers:* A deeper engagement on the part of employers in the WfD system is a fundamental condition to address the skills mismatch. Although some instances of collaboration between the government and employers were identified, these tend to be ad hoc and informal as there is no clear policy when it comes to establishing partnerships with firms. Collaboration can take place at multiple levels. At the strategic level, employers can help define the vision and national priorities for WfD, participate in the identification of skills needs, take advantage of opportunities to upgrade the skills of their employees, and provide funding for the WfD system, among others. At the service delivery level, collaboration can include firm input into the design of program curricula or the establishment of facility standards, provision or training of instructors, and establishment of on-the-job learning programs for students.

*Funding:* Funding decisions are associated with historical figures and leave little room to cover anything beyond recurrent operational costs. As is the case with the NSDC Donor, funding has on occasion become an alternative means of launching and running educational programs and projects. As a result of the uncertainty of funding typical of these kinds of arrangements, many programs may function for only a limited number of cycles. Funding criteria could take into consideration additional factors such as enrolment, completion or job-placement rates.

*Diversity and excellence of training provision:* Private provision in Saint Lucia has increased over the last decade, but public provision continues to be the main and most affordable form of training available. As the government continues to provide training, measures should be taken to incentivize good performance. A set of targets could be determined and used as a basis for regular reporting and monitoring.

*Perception of TVET:* While there has been much discourse over the dire need for the development of the labor force, WfD is still a new concept to many on the Island. Despite the numerous attempts to diminish negative connotations, TVET continues to carry a stigma. Besides improving the quality of training and ensuring

flexible pathways, outreach initiatives would be instrumental in informing St. Lucians about the educational, training and career opportunities associated with TVET.

When interpreting the results of the SABER-WfD assessment it is important to take into consideration that Saint Lucia is a small and developing state and that policy adjustments are frequent as there is an increased attention to WfD matters. In consequence, the transition from policy to implementation is based on institutional

capability and availability of required resources to initiate training programs and plans. At the time of this assessment, there was no final National Development Plan. Documents on policy were difficult to access and acts like the Accreditation Act had been drafted but not yet approved. The National TVET Policy document had not yet been drafted either. The aforementioned is to be noted when considering the available and existing documents informing the research.

#### 4. Aligning Workforce Development to Key Economic and Social Priorities

WfD is not an end in itself but an input towards broader objectives- of boosting employability and productivity; of relieving skills constraints on business growth and development; and of advancing overall economic growth and social wellbeing. This chapter briefly introduces Saint Lucia's socioeconomic aspirations, priorities and reforms before presenting the detailed SABER-WfD findings on Strategic Framework and their policy implications.

##### Key Socioeconomic Aspirations, Priorities and Reforms

As in most of the Eastern Caribbean, the socioeconomic situation in Saint Lucia was affected by the global economic downturn which resulted in increased unemployment levels (particularly among the youth). Once dependent on agricultural production, the Island has now identified several priority economic sectors in an attempt to address the vulnerability of the economy. These sectors include tourism and hospitality, construction, agriculture and fisheries, information communication and technology (ICT), manufacturing, and creative industries.

Saint Lucia's national socioeconomic priorities are outlined in the five-year Medium Term Development Strategic Plan (MTDSP), geared at providing a blueprint of the strategies, targets, deliverables and estimates of implementation costs. The Plan has five priority areas: Macroeconomic and Fiscal System; Key Productive Sectors; Human Resource Development, Science and Technology; Physical Planning and Infrastructure (Post-Thomas); Environment Protection and Preservation. Regarding human resource development, the MTDSP focuses on three specific aspects: i) adult education and training, ii) development administration in education, and iii) second chance systems.

The MTDSP explicitly recognizes that the country's ability to diversify the economy, improve growth and enhance competitiveness rests primarily on the knowledge and skills of the labor force. It also presents an assessment of the current status of the TVET system and identifies positive ongoing initiatives such as:

- The second chance systems being institutionalized through the Centre for Adolescent Rehabilitation and

Enrichment (CARE) and the National Skills Development Centre (NSDC);

- The increased attention to previously underserved communities by the Sir Arthur Lewis Community College; and
- Free online courses available from primary to tertiary education levels.

The Plan also identifies some of the challenges of country's WfD system:

- The generalized negative perception of TVET that discourages students from pursuing this path and makes academic-oriented programs more attractive;
- The inadequate conditions of facilities, equipment, tools and other key training resources;
- The absence of support services for TVET students such as career guidance and counseling;
- The limited instances of collaboration between employers and training institutions, for instance the representatives on the industry advisory committees. There needs to be deeper and greater levels of practical insight into industry needs to inform relevant training plans;
- The under-investment in training and up-grading of workers' skills by employers; and
- The high cost of human resources in the education and training sector.

Parallel to the development of the MTSDP, the Ministry of Education, Human Resource Development and Labour, has implemented several skills development initiatives. The most important perhaps has been the TVET Chapter under the Education Sector Development Plan 2009-2014 (ESDP). The constant and present goal is to provide a national TVET framework with: i) a system for continuous learning, ii) secondary schools properly equipped to offer TVET programs, and iii) national certification/accreditation skills that are based on approved occupational standards.

Also, under the Ministry of Education, the TVET and Accreditation Unit leads efforts to improve the relevance and quality of training. These include a) developing occupational and facility standards for qualitative training and certification, b) training instructors, assessors and verifiers, c) developing and disseminating assessment guidelines, and d) approving centers for receipt of financing for TVET programs. This Unit is the primary operational arm of the Saint Lucia Technical and

Vocational Education Council (SLCTVET), which provides overall direction for the TVET system.

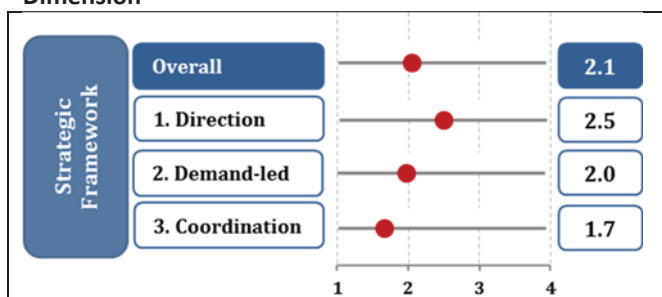
The NSDC, a quasi-nonprofit statutory body founded in 2001, has implemented several skills development initiatives, including the World Bank-funded OECS Skills for Inclusive Growth project, the Single Mothers in Life Enhancement Skills project, and the Caribbean Youth Empowerment project. Under the Education Sector Development Plan, NSDC has played a critical role in ensuring that secondary schools deliver quality TVET programs.

Other government agencies have also developed skills development initiatives. Such is the case of the Small Enterprise Development Unit (SEDU) and the Office of Private Sector Relations (OPSR) which have provided training programs for small and medium-sized firms to improve their competitiveness in areas such as quality, standards, innovation, and marketing.

### SABER-WfD Ratings on the Strategic Framework

In the SABER-WfD framework, the role of WfD in realizing Saint Lucia’s socioeconomic aspirations materialize through actions to advance the following three Policy Goals: (i) setting a strategic decision for WfD; (ii) fostering an approach guided by actual system demands in WfD ; and (iii) ensuring coordination among key WfD leaders and stakeholders. The ratings for these Policy Goals are presented and explained below, followed by a reflection on their implications for policy dialogue.

**Figure 9: SABER-WfD Ratings of the Strategic Framework Dimension**



Note: See Figure 2 for an explanation of the scale on the horizontal axis  
 Source: Based on analysis of the data collected using the SABER-WfD questionnaire

### Policy Goal 1: Setting a Strategic Direction for WfD

Leaders play an important role in crystallizing a strategic vision for WfD appropriate to the country’s unique

circumstances and opportunities. Their advocacy and commitment attracts partnership with stakeholders for the common good, builds public support for key priorities in WfD, and ensures that critical issues receive due attention in policy dialogue. Taking these ideas into account, Policy Goal 1 assesses the extent to which apex-level leaders in government and in the private sector provide sustained advocacy for WfD priorities through institutionalized processes.

Saint Lucia scores at the Emerging level on this Policy Goal (2.5), which reflects an increased attention to WfD matters by government and non-government leaders. Policy dialogue has, however, not yet led to the completion of a final National Strategy Plan for WfD.

Attention to WfD at the strategic level has increased as a result of the findings of the Labor Market Skills Assessment which uncovered important skills mismatches and gaps in several priority economic sectors. In an effort to address these gaps and the high level of unemployment, government leaders have focused on increasing the quality and relevance of Initial Vocational Education and Training (IVET). Continuing Vocational Education and Training (CVET) has received more attention, specifically on the issue of recognition of prior learning with the introduction of few measures to facilitate the identification and recognition of skills and informal training obtained after leaving the formal public primary and secondary education system.

The continued attention to WfD is seldom planned or strategized. There are national strategic documents that outline general goals for the WfD system (i.e. MTDSP and ESDP), but a concrete agenda with direct approved measures to ensure that the system provides graduates with the knowledge and skills needed by the economy is non-existent. The Ministry of Education, Human Resource Development and Labour is currently at the forefront in developing such strategy with support from the Ministry of Finance. The Labor Department, while linked to this Ministry, is not intrinsically responsible for, or overly active in the development of policy towards improving the quality of the skills of the workforce; its current role extends to administrative issues and work conditions.

While the WfD strategy is not developed, the Ministry of Education (MoE) has taken actions to improve the quality of training such as the creation of the TVET and

Accreditation Unit, whose responsibilities focus on setting and enforcing quality standards (see previous section). This Unit also operates in conjunction with NSDC, a key WfD leader, to find measures to improve the training provided to the youth and the unemployed.

The participation of non-government actors in policy dialogue on WfD is limited. However, some actors occasionally collaborate with government agencies in the implementation of particular programs or projects. The donor community has an important role in Saint Lucia’s WfD system. For example, the World Bank supported the establishment of a competitive training scheme to finance private sector-driven training and traineeships, as well as the development of an improved policy framework for delivering training. The European Union and the Inter-American Development Bank have also funded various skills development programs.

**Policy Goal 2: Fostering a Demand-Driven Approach to WfD**

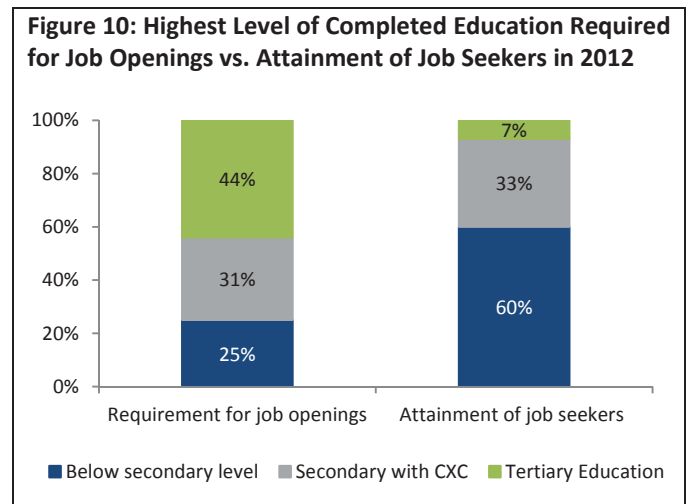
Effective advocacy for WfD requires credible assessments of the demand for skills, engagement of employers in shaping the country’s WfD agenda, and incentives for employers to support skills development. Policy Goal 2 incorporates these ideas and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) establish clarity on the demand for skills and areas of critical constraint; and (ii) engage employers in setting WfD priorities and enhancing skills-upgrading for workers.

Saint Lucia scores at the Emerging level for Policy Goal 2 (2.0). The government and other WfD stakeholders have made efforts to assess the economic prospects and skills implications for a few industries. Employers have a limited role in setting the national priorities for WfD and receive few incentives to engage in training or upgrade the skills of their employees.

Saint Lucia assesses its economic prospects through annual and mid-term economic reviews, but these do not measure specific demands for skills. These assessments do provide an indication of the skills mismatches in various sectors through data on unemployment and unfilled vacancies.

An important step in fostering a demand-driven approach to WfD was the implementation of a Labor Market Needs Assessment, led by MoE and the CSO. The scope of the assessment was significant; its main

objectives were to identify skills gaps, potential sectors for economic growth, specific occupational needs in growing sectors, and job opportunities for vulnerable youth. The results, released in 2013, made the skills mismatches and gaps in priority sectors more noticeable than ever (see Figure 10). The assessment also identifies programs to assist in providing skills and employment, provides a list of occupations with newly employed persons, and presents a snapshot of the training and educational facilities available in the country.



Source: Saint Lucia Labor Market Skills Assessment, May 2013

Although employers were consulted for the Labor Market Needs Assessment, they do not set WfD priorities; in fact, their participation does not extend much further than their positions on the industry advisory committees and the TVET council. Their input level has been primarily attributed to the limited availability of opportunities to exercise higher roles of leadership in WfD strategy development.

The government currently does not provide any incentives to encourage employers in the formal sector to engage in training and support, for example, appropriate curriculum development, training delivery or continuous quality assurance. There is also no known significant incentive in the form of grants or direct government assistance given for firms to upgrade the skills of their employees beyond the capacity building activities offered by the Office of Private Sector Relations (OPSR) for small and medium-sized enterprises (SMEs).

Despite the lack of incentives, many businesses have demonstrated an interest in training their staff due to efforts by the Prime Minister and the Governor General indicating the importance of a well-equipped workforce

for economic growth and national stability. The Prime Minister, who is also the Minister of Finance, has emphasized the idea that small island economies must constantly upgrade to compete in a regionally and globally developing environment.

The government provides support to enterprises in the informal sector through the National Enrichment and Learning Program under the Ministry of Education. This program affords businesses or individuals within the informal sector the opportunity for skills training and career building via short-term training programs.

### **Policy Goal 3: Strengthening Critical Coordination for Implementation**

Ensuring that the efforts of multiple stakeholders involved in WfD are aligned with the country's key socioeconomic priorities is an important goal of strategic coordination. Such coordination typically requires leadership at a sufficiently high level to overcome barriers to cross-sector or cross-ministerial cooperation. Policy Goal 3 examines the extent to which policies and institutional arrangements are in place to formalize roles and responsibilities for coordinated action on strategic priorities.

Saint Lucia scores at the Latent level for Policy Goal 3 (1.7). The Ministry of Finance and the Ministry of Education, Human Resources and Labour are the main parties involved in WfD. Their roles and responsibilities are defined by law and highlighted in the Education Act. The Ministry of Education, with the Ministry of Planning, lead meetings and forums for discussion when required, but are working towards deeper coordination for the hosting of a more inclusive platform where all ministries can provide relevant and meaningful input regarding WfD. The Department of Education and NSDC have been tasked with liaising with the Human Resource Department to implement initiatives such as an accreditation process for training providers. NSDC has also undertaken the tasks of management, financing and facilitation of training.

Non-government stakeholders do not have legally defined roles or responsibilities but they are granted representation in policy dialogue. The Education Act of 1999 includes provisions for the formation the TVET Council, an advisory body composed of government and non-government representatives who meet regularly to discuss and keep abreast of training needs and relevant

industry updates. Non-government stakeholders are also able to voice their opinions at the National Training Committee, where representatives of the government, employers, unions and training institutions are responsible for deciding the areas of priority for training. While these platforms are a good practice, the public is not always aware of where to obtain information and reports on achievements and outcomes.

Most businesses and business agencies are consulted in an effort to aid the preparation of national planning documents or assessments. Within the Ministry of Education, the TVET Unit also collaborates with firms during the preparation of training and skills initiatives catering to needs of the priority economic sectors.

While non-government stakeholders (particularly employers) do attempt to articulate their needs and advocate accordingly, the effect of these efforts is left to be seen. Some of these stakeholders still seek to have a more relevant level of contribution; hopefully, this will come to pass with the implementation of the sector councils. Groups like Saint Lucia Industrial and Business Association (SLISBA) advocate significantly for the development of the business community which they represent but have limited say in the actual creation of policies for WfD.

### **Implications of the Findings**

The findings for Dimension 1 reveal that Saint Lucia's WfD system could benefit from a national strategic plan to align its policies with the national goals for economic and social development. WfD leaders are crucial in developing and bringing forth the policies and legislation to guide the development of the WfD system.

The SABER-WfD assessment also shows that there is difficulty in fostering a demand-driven approach to WfD. The main obstacles are the lack of assessments on skills needs and constraints in priority economic sectors, and the lack of sufficient contribution and participation from industry beyond internships and training partnerships. While internships provide experience for trainees seeking further employment, many are faced with the issue of finding permanent employment. There are many similarly-skilled graduates in the same industry which creates a smaller window of opportunity for those seeking employment.



The priority economic sectors should be examined more closely in an effort to address the actual skills requirements that employers need to enhance the growth and competitiveness of their businesses. Some assessments have produced important employment and qualification statistics; however, they do not provide information on changes in skills demands in priority economic sectors or on what must be done to adjust and meet these skills needs. Equally important is the active participation of employers not only in consultative processes to assess economic prospects and demand for skills, but also in developing and monitoring the

implementation of the policies, priorities and goals for WfD.

Finally, as a holistic approach towards the development of a skilled workforce is required to create a system fit for economic growth and sustainability, CVET should receive more attention. Initiatives to enhance and improve CVET are slowly increasing; they are important in ensuring that employees have an opportunity to upgrade their skills locally.

## 5. Governing the System for Workforce Development

An important function of WfD authorities is to foster efficient and equitable funding of investments in WfD. This facilitates effective skills acquisition by individuals and enables employers to meet their demand for skilled workers in a timely manner. The objective is to minimize systemic impediments to skills acquisition and mismatches in skills supply and demand. This chapter begins with a brief description of how the WfD system is organized and governed before presenting the detailed SABER-WfD findings on System Oversight and their policy implications.

### Overall Institutional Landscape

The **MoE** is the overarching body for TVET in the country. It encompasses the Saint Lucia Council for Technical and Vocational Education and Training (SLCTVET) and training institutions including the Sir Arthur Lewis Community College (SALCC), the National Enrichment and Learning Unit (NELU), and the NSDC. The MoE establishes the overall policy framework for TVET, allocates resources, serves as the primary provider of technical support and coordination of training programs, and is responsible for the implementation of the Caribbean Vocational Qualifications (CVQs) and National Vocational Qualifications (NVQs). In addition, MOE's Human Resource Department, along with the Training Department of the Ministry of Labour and the Ministry of Public Service, are responsible for coordinating training for government workers/civil servants.

The MoE is a member of the **SLCTVET**, a consultative body which also includes representatives from other government ministries and agencies, the private sector, and training providers. The Council functions as the quality manager for the National TVET System. It meets to discuss and establish training priorities and more generally plan and coordinate TVET matters at all levels of education.

The **TVET and Accreditation Unit** aids in meeting the goals of the Council. Housed under the MoE, its main responsibility is to manage and provide quality assurance measures for TVET, which entails i) supporting MoE in designing, implementing, coordinating and evaluating

the national regulations around TVET; ii) approving competency standards; iii) accrediting courses, programs and institutions; and iv) certifying skills. The Unit also functions as a technical partner with the SLCTVET, the NSDC, NELU and other training providers as it determines the guidelines for the implementation of specific skills development initiatives.

Data about expenditure on WfD in Saint Lucia is unavailable. The government, however, does provide a breakdown on how much is spent on different educational programs and levels. The Education Statistical Digest indicates that the highest percentages are spent on primary and secondary education, with the secondary level receiving the most in the school year 2011/2012 (see Table 2). Overall, there has been a substantial increase in the education budget from \$136.70 million in 2008/09 to \$168.14 million in 2012/13.<sup>11</sup>

**Table 2: Percentage Distribution of Current Educational Expenditure by Levels of Education and Programs 2008/09 to 2012/13**

Education Level	% of Educational Expenditure				
	2008-9	2009-10	2010-11	2011-12	2012-13
Primary	36.18	36.54	34.48	34.72	35.04
Secondary	37.06	38.68	38.42	39.47	38.47
Tertiary	10.14	9.08	9.95	9.61	9.40
Education Services	6.55	6.13	6.45	6.21	7.23
Human Resource Development	-	-	-	-	0.91
Agency Administration	3.99	2.62	3.22	2.79	3.17
Special Education	1.65	1.63	1.84	2.07	1.92
Library Services	1.01	1.01	1.03	1.04	1.00
NELP	0.46	0.45	0.47	0.44	0.43
Early Childhood Education	1.34	1.45	1.39	1.38	1.32
UNESCO	0.16	0.13	0.16	0.15	0.15
Labor Relations	-	-	-	-	0.96
Cultural Development	1.47	2.28	2.58	2.12	-

Source: 2012 Education Statistical Budget

Some programs with a national scope have had an important impact on the current landscape of the WfD system in Saint Lucia. One of them is the National Initiative to Create Employment (NICE) launched in 2012. One of the main programs under this initiative is the Joint Opportunities for Building Saint Lucia (JOBS), which is

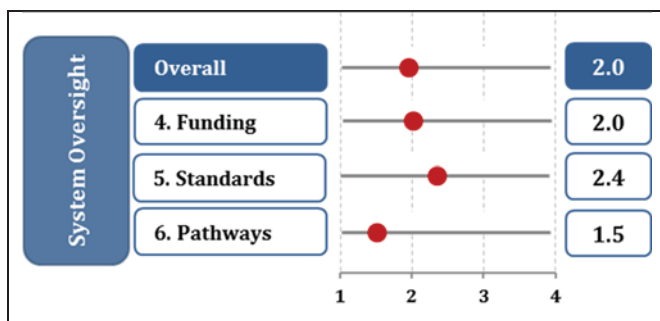
<sup>11</sup> Government of Saint Lucia: 2012 Education Statistical Digest

expected to address the Island’s unemployment over the next 3 to 5 years. JOBS has three components: the National Apprenticeship and Placement Program (NAPP); the Small Business Targeted Assistance Program (SBTAP), and the Constituency Projects and Infrastructure Program (CPIP). Preliminary results have shown an increase in employment opportunities, although some of them are temporary. The OECS Skills for Inclusive Growth Project, supported by the government and the World Bank (completed in 2013), established an industry-vetted and regionally recognized occupational standards framework, supported 2,030 unemployed youth in obtaining training and regionally-recognized certifications, and supported the certification of 130 assessors as part of the framework established to ensure quality of training.

### SABER-WfD Ratings on System Oversight

The SABER-WfD framework identifies three pertinent Policy Goals corresponding to oversight mechanisms for influencing the choices of individuals, training providers and employers: (i) ensuring efficiency and equity in funding; (ii) assuring relevant and reliable standards; and (iii) diversifying pathways for skills acquisition. The ratings for these Policy Goals are presented and explained below, followed by a reflection on their implications for policy dialogue.

**Figure 11: SABER-WfD Ratings of the System Oversight Dimension**



Source: Based on analysis of the data collected using the SABER-WfD questionnaire  
 Note: See Figure 2 for an explanation of the scale on the horizontal axis.

### Policy Goal 4: Ensuring Efficiency and Equity in Funding

WfD requires a significant investment of resources by the government, households and employers. To ensure that these resources are effectively used it is important to examine the extent to which policies and institutional arrangements are in place to: (i) ensure stable funding for effective programs in initial, continuing and targeted VET; (ii) monitor and assess equity in funding; and (iii) foster partnerships with employers for funding relevant training programs.

Saint Lucia rates at the **Emerging** level on Policy Goal 4 with a score of 2.0. The rating reflects weaknesses regarding funding for skills development and training programs and assessing the efficiency and impact of public funds on equity through public surveys and economic studies. The main impediment to the frequent development of such studies is the availability of funding given that they are costly to conduct.

The Ministry of Finance and the Ministry of Education, Human Resource and Labour are responsible for the allocation of funding for education and training. The disbursement of funds is decided in the first quarter of every year during the annual budget proceedings. Recurrent funding for TVET is fixed, based primarily on past expenditure and the availability of funds. Education and training outcomes or the performance of training providers are not part of the criteria to allocate funding<sup>12</sup>, which shows the limited efforts in assessing the efficiency of public spending in TVET. There is no evidence that the impact of funding on beneficiaries of training programs is being assessed either.

At present there is no levy-grant scheme in place to cover the expenses of training employees; this cost is covered by firms individually. In previous years, tax incentives were offered but this no longer occurs.

Although addressing skills mismatches has become a priority in the policy agenda, this change has not been reflected in the allocation of financial resources. Recently, most financial resources were allocated to the early levels of education. The number of graduates of tertiary education who are unable to gain employment continues to increase, but government funding for this

<sup>12</sup> However, Saint Lucia is undergoing a budget reform exercise which will result in a performance based budgeting system.

specific area has still not seen a notable increase. Hence, TVET relies heavily on funding provided by the World Bank, the Caribbean Development Bank, the European Union and other government and non-government donors. Such is the case of NSDC, which receives funding from international non-governmental organizations periodically for the development and undertaking of training programs and projects.

**Policy Goal 5: Assuring Relevant and Reliable Standards**

The WfD system comprises a wide range of training providers offering courses at various levels in diverse fields. An effective system of standards and accreditation enables students to document what they have learned and employers to identify workers with the relevant skills. For Policy Goal 5 it is therefore important to assess the status of policies and institutions to: (i) set reliable competency standards; (ii) assure the credibility of skills testing and certification; and (iii) develop and enforce accreditation standards for maintaining the quality of training provision.

Saint Lucia scores at the **Emerging** (2.4) level for this policy goal. The score is consistent with the establishment of a national quality assurance framework (see Table 3), the introduction of the NVQ and the progress in developing competency standards. Practices around registering, licensing and accrediting training providers are in place via a certificate of operation which is given to institutions which meet the training provider requirements. Although the Accreditation Act has been drafted it is still to be passed.

To assure relevant and reliable quality standards, the government of Saint Lucia developed a Quality Assurance Handbook to guide the development and implementation of the NVQs, vocational qualifications based on competency standards which have been locally developed for occupations specific to Saint Lucia’s economy. In 2013, the TVET Unit received Caribbean Vocational Qualifications (CVQ) granting status from the Caribbean Community (CARICOM). Such status represents an independent endorsement of the robustness of Saint Lucia’s occupational standards framework and allows SLCTVET to issue CVQs as well. The CVQs are based on Regional Occupational/Competency Standards and the Regional Qualifications Framework approved by CARICOM. The

integration of Saint Lucia’s NVQs into the regional framework not only has a positive impact on the quality and relevance of training, but also enables TVET graduates to pursue employment opportunities throughout the region.

**Table 3: Quality Assurance Protocols**

Elements	Criteria covered
<i>Approval as a certified center</i>	The management procedures which underpin the implementation and assessment of NVQS/CVQS in centers.
<i>Internal verification of assessment</i>	The process by which centers ensure that all internal assessment is valid and reliable.
<i>External verification of internal assessment</i>	External processes by which MoE ensures that the internal assessment is based on the standards set out in the qualifications. It also examines the assessment system to determine the credibility and quality of the assessment.
<i>Monitoring of MoE’s quality assurance system</i>	The processes used to measure the success of the other elements that support the consistent application of national and regional standards
<i>Moderation of assessment process</i>	The evaluation of the environment, process and instruments to confirm the reliability and authenticity of the assessment across centers. This aspect of the QA system will be implemented over the medium term.

Source: Quality Assurance Handbook, TVET and Accreditation Unit, Saint Lucia Ministry of Education, Version 1.0, 28/02/2012

The TVET and Accreditation Unit and the Industry Advisory Committee are involved in the development and implementation of the Regional Qualifications Framework and ensuring that it is current and relevant. More specifically, they are responsible for developing and setting competency standards which entails defining the occupations and purchasing the standards and guidelines from established frameworks in the region such those of Trinidad and Barbados. Once purchased, the standards are tailored to suit Saint Lucia’s industrial requirements.

As of October 2013, Saint Lucia had developed standards for approximately 60 occupations. MoE is well aware of the importance in designing standards that are aligned with the occupational needs of the labor market and have thus worked in close collaboration with the Industry Advisory Committee. While competency based curricula has been developed based on occupational standards, this has not yet been done for all occupations at

secondary and post-secondary levels. Training providers are to ensure that there is sufficient relevant input from stakeholders, specifically from industry specialists, in the development of their curricula. MoE is responsible for providing the content for teaching within the public training centers and educational institutions.

The Quality Assurance Handbook also contains provisions for certifying competencies on the basis of occupational standards. According to the Handbook, students are assessed on completion of each module or unit of competence. Once they have completed all the modules or units in the qualification, an assessment is carried out by accredited assessors to test both theoretical knowledge and practical skills based on standard and public protocols. The results of such assessments are sent to the SLCTEVT and TVET and Accreditation Unit for final approval. The MoE is striving to assess every occupation for which standards have been created in an effort to ensure that graduates are certified based on their competencies. This is important as a significant majority of employers require applicants to possess a certificate to practice their selected occupation (although there are still those who may choose to hire trainees before the certification process is complete).

Besides certifying competencies, the MoE is the only authority that can license and accredit training providers. All standards for training and accreditation and for licensing are determined and reviewed by the TVET and Accreditation Unit.<sup>13</sup> Every training provider must obtain a license before initiating operations if they wish to issue government-recognized qualifications. Most non state training providers renew their licenses every 10 years as required for legal operation. In the event that the training provider does not continue to meet the required standards outlined under the Saint Lucia Education Act of 1999, the TVET and Accreditation Unit can revoke their license.

Even with the progress and successful development of a quality assurance framework, segments of the private sector are still not satisfied with the competencies of some certified graduates and opt to provide additional

training during internships and apprenticeships when required.

### Policy Goal 6: Diversifying the Pathways for Skills Acquisition

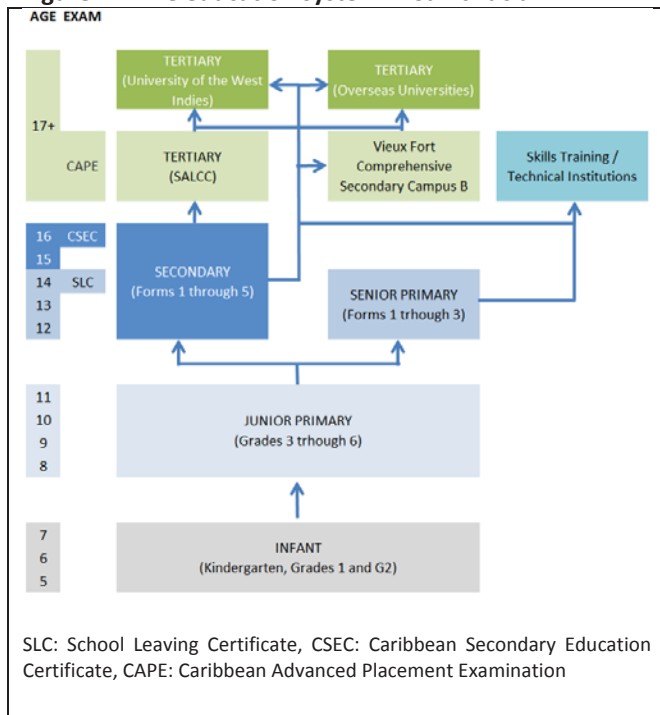
In dynamic economic environments workers need to acquire new skills and competencies as well as keep their skills up-to-date throughout their working lives. They are best served by a system of initial and continuing education and training that promotes lifelong learning by offering clear and flexible pathways for transfers across courses, progression to higher levels of training and access to programs in other fields. For those already in the workforce, schemes for recognition of prior learning are essential to allow individuals to efficiently upgrade their skills and learn new ones. Policy Goal 6 therefore evaluates the extent to which policies and institutions are in place to: (i) enable progression through multiple learning pathways, including for students in TVET streams; (ii) facilitate the recognition of prior learning; and (iii) provide targeted support services, particularly among the disadvantaged.

Saint Lucia scores at a **Latent** level (1.5) for Policy Goal 6. The scores reflect the fact that Saint Lucia has started giving attention to the recognition of prior learning (RPL) and to ensuring there are developing pathways so that TVET students or low skilled employees can pursue further studies. Actual assessment is being done by the MoE. However, no prior learning assessment was done during the OECS Skills project. This aspect of the educational system is crucial in addressing the traditional negative perception of vocational education among Saint Lucians. The country has put in place several training programs for vulnerable groups, but their sustainability and impact have not been assessed.

The structure of Saint Lucia's education system is illustrated in Figure 12. After 10 years of schooling, which comprise pre-school, primary and some forms of secondary education, some schools offer the possibility of streaming students into TVET.

<sup>13</sup> Additional arrangements for sector-specific quality assurance are also in place. Saint Lucia recently became signatory to the Caribbean Accreditation Authority for Education in Medicine and other health professions. All off-shore medical schools will be required to meet the requisite standards with respect to the quality of their curriculum, teaching staff and facilities.

**Figure 12: The education system in Saint Lucia**



When students take the secondary final exams at the end of Form 5 they have the option of pursuing a tertiary level of education at SALCC, Vieux Fort Comprehensive Secondary Campus B or at a Skills Training/Technical Institution. Students who chose to undertake technical courses during secondary school may decide to advance to the Technical Division of SALCC and pursue further technical and vocational studies. TVET graduates who choose to pursue post-secondary studies at institutions other than SALCC are only able to do so in vocationally oriented programs. If they wish to enroll in non-vocational programs, they must start at a basic entry level as their credits are not recognized. Upon completion, those attending SALCC have the option to continue at the University of the West Indies or other overseas universities. Graduates of secondary schools and of Vieux Fort Comprehensive can also attend overseas universities. Graduates of technical institutions cannot progress to other education levels.

With limited opportunities for further learning, the public perception of TVET is not positive. Limited efforts have been made to encourage individuals to enroll in TVET or to realize the potential of training in terms of

enhancing their career options. The establishment of the NVQs is expected to facilitate the discussion on the diversification of learning pathways and RPL.

While Saint Lucia does provide career development services like career counseling via the NSDC, it also offers short term on-the-job programs for TVET students and the unemployed. By 2013, 110 apprenticeships had been established under NICE and 129 trainees had obtained employment through partnerships with businesses/employers within the private sector.<sup>14</sup> Several apprenticeships have also been established under NELU through employer partnerships and NSDC training programs.

The government of Saint Lucia has put in place various programs targeted to vulnerable groups (See Box 1). Some of these programs which provide training, employment and stipends, have helped beneficiaries overcome social barriers and take small steps towards an improved quality of life. As most employment opportunities linked to training programs are not long term, the government has been criticized for creating the illusion that programs will improve the status of lower-income individuals. However, these initiatives are still regarded as stepping stones to other forms of employment and as valid ways of growing and nurturing the workforce at every level.

### Implications of the Findings

Compelled by the stigma attached to TVET and, given the absence of career information or counseling services, students can be conflicted when selecting a stream that could complement their skills, passions and aptitudes instead of the stream that is socially viewed as progressive. Regardless of how much media effort is put into improving the perception of TVET, the quality and industry relevance of training at the secondary level must be improved. The upgrading of equipment and curricula are necessary to ensure that technical courses are regarded as relevant. TVET should not be viewed as an easy way of persuading students to learn outdated skills that do not enable them to enter and succeed in the labor market. The provision of more funding for secondary schools with technical programs would aid the

<sup>14</sup> NICE at a Glance, 2013. See: [http://www.nicejobs.govt.lc/images/nice\\_at\\_a\\_glance.pdf](http://www.nicejobs.govt.lc/images/nice_at_a_glance.pdf)

transformation towards improving the quality of technical subjects and making them more desirable.

An important component of any effort to increase the quality and relevance of TVET should be the active engagement of the private sector. Besides providing input at the strategic level, the continued participation of employers in setting and maintaining NVQs, developing curricula, and establishing on-the-job training opportunities remains fundamental.

**Box 1: Training Programs for the Disadvantaged**

There are several programs with the specific purpose of assisting the disadvantaged by providing them with opportunities to gain skills and obtain a steady livelihood. The Short Term Employment Program (STEP), launched in 1997 to revive the economy, offered different kinds of employment opportunities and stipends. This program has continued with slight modifications under the STEP-Uplifting People. The Single Mothers In Life Skills Enhancement (SMILES) project, offers 6-month programs for female heads of households between the ages of 18 and 40. Programs include three main components: life skills training, vocational training and job placement. The Holistic Opportunities for Human Empowerment (HOPE) program, main component of the Social Safety Net initiative, provides short-term employment for homeless, poor and vulnerable individuals.

## 6. Managing Service Delivery

Training providers, both non state and government, are the main channels through which the country’s policies in WfD are translated into results on the ground. This chapter therefore provides a brief overview of the composition of providers and the types of services available in the system before presenting the detailed SABER-WfD findings on Service Delivery and their policy implications.

### Overview of the Delivery of Training Services

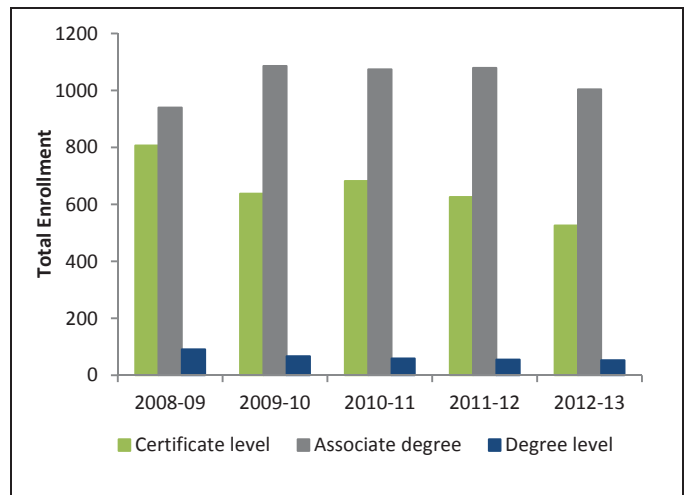
TVET at the secondary level is mostly provided by comprehensive public schools under MoE. Starting in Form 3, students at these schools can select training on different areas including home economics, food and nutrition, agricultural science, building technology (woodwork or construction), clothing and textiles, office administration, and electrical technology. Technical and vocational content constitutes one-third of the curriculum in comprehensive schools; the remaining time is dedicated to general education courses that are evaluated by Caribbean Secondary Education Certificate (CSEC) provided by the Caribbean Examinations Council (CXC). While it is known that enrolment rates at the secondary level have increased dramatically in the last decade (from a net enrolment rate (NER) of 60 percent in 2002 to 82 percent in 2012<sup>15</sup>), little is known about enrolment in TVET at the secondary level.

TVET at the secondary level requires attention. The schools that offer TVET are in need of updated equipment and materials. While the cost of some of the materials required to take part in technical courses prevent students from enrolling, financial assistance is scarce. In addition, the lack of adequate resources and insufficient hands-on experience has a negative effect on the relevance of secondary TVET programs.

An important component of Saint Lucia’s training system is characterized by state-funded programs, centers and institutions namely the NELU, CARE and NSDC. NELU and CARE both provide short-term training programs for out of school children, youth and young adults. According to the 2013 Labor Market Needs Assessment, in 2011 NELU provided training to 1,250 students (72 percent female),

and CARE provided training to 159 students (18 percent female).

Figure 13: Enrollment at SALCC by Level



Source: Authors’ elaboration based on data from the 2013 Labor Market Needs Assessment

NSDC is perhaps the most important provider of short-term training in Saint Lucia. Through its four satellite training centers, it has facilitated a variety of training programs and services including career counseling, job search workshops, job attachments and placements, productivity enhancement training (soft skills), competency-based training based on CVQ in the areas of hospitality, construction, agriculture, and ICT. Most of the courses offered are at Level 2 of the Caribbean Vocational Qualification Certificate. NSDC can be considered a national leader on WfD. Besides providing training and support services to vulnerable groups such as displaced banana farmers, school drop-outs, teenage mothers and youth at risk (which amounted to about 2,400 trainees in 2013), NSDC has established partnerships with businesses to provide practical experience opportunities to its students through internships and apprenticeships. It also offers training programs to small businesses upon request, particularly for the sectors of hospitality, wellness and beauty, specialized construction, ICT and office administration. According to the 2013 Labor Market Needs Assessment, NSDC has conducted several tracer studies which have shown that approximately 45 percent of their graduates are employed, 15 percent are self-employed, and the remaining 40 percent are unemployed. Despite its

<sup>15</sup> World Development Indicators at the World Data Bank (last accessed on Nov 4, 2014)



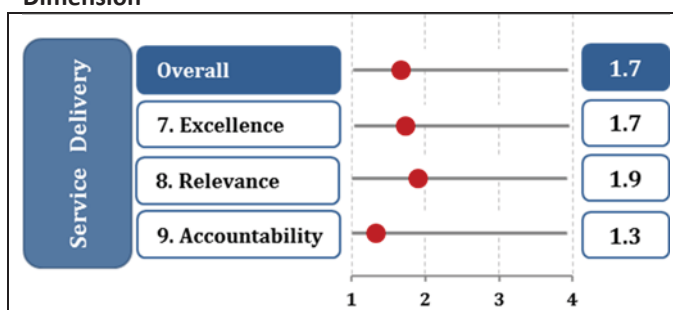
relative success, NSDC is greatly dependent on funding from donor support, particularly from the EU, the World Bank and USAID.

SALCC, the only local community college, is the leading TVET institution at the post-secondary level in Saint Lucia. It offers approximately 43 programs at the certificate and associate degree levels with duration of one and two years, respectively. SALCC also offers degree level programs in collaboration with the University of the West Indies. However, as shown in Figure 13, students appear to favor certificate and associate degree programs. Individuals can also pursue post-secondary studies at the Post-Secondary Department of Vieux Fort Comprehensive. With an enrolment of 287 students in 2011,<sup>16</sup> the Department offers diploma-level programs in three areas: Business, Secretarial Studies, and Carpentry and Joinery Studies.

There are few private providers in Saint Lucia, the most predominant being the Monroe College, founded in 2007. Although mainly a tertiary education institution, the Monroe College also provides certificates, mainly for the sector of tourism and hospitality. In the fall of 2010, 112 students were enrolled in certificate level programs.<sup>17</sup>

### SABER-WfD Ratings on Service Delivery

Figure 14: SABER-WfD Ratings of the Service Delivery Dimension



Source: Based on analysis of the data collected using the SABER-WfD questionnaire

Note: See Figure 2 for an explanation of the scale on the horizontal axis.

The Policy Goals for this Dimension in the SABER-WfD framework focus on the following three aspects of service delivery: (i) enabling diversity and excellence in training provision; (ii) fostering relevance in public training programs; and (iii) enhancing evidence-based accountability for results. The ratings for these three

Policy Goals are presented below and are followed by a reflection on their implications for policy dialogue.

### Policy Goal 7: Enabling Diversity and Excellence in Training Provision

Because the demand for skills is impossible to predict with precision, having a diversity of providers is a feature of strong WfD systems. Among non-state providers, the challenge is to temper the profit motive or other program agendas with appropriate regulation to assure quality and relevance. Among state providers, a key concern is their responsiveness to the demand for skills from employers and students. Striking the right balance between institutional autonomy and accountability is one approach to address this concern. Policy Goal 7 takes these ideas into account and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) encourage and regulate non state provision of training and (ii) foster excellence in public training provision by combining incentives and autonomy in the management of public institutions.

Saint Lucia is rated at a **Latent** level (1.7) for Policy Goal 7. NSDC, main partner of the TVET and Accreditation Unit, is also well known as a leading provider of TVET in the country. Although the government provides no incentives for private providers, it allows the operation of local and foreign institutions that abide by the regulations of the Education Act -mainly consisting of registration and licensing requirements and occasional audits by the MoE-. Policies towards non state training provision are seldom reviewed. With the exception of the GAMA Institute, the National Research and Development Foundation, and the Celestial Self Development Centre, the majority of non state providers focus on the tourism sector. The most well-known providers include the Monroe College with its Tourism and Hospitality Training Institute, the Caribbean Institute for International Hospitality Management and Culinary Arts, and the Florida-Caribbean Cruise Association.

Most TVET providers are governed by the MoE, which does not have specific performance targets, but encourages institutions to aim for maximum pass rates. The levels of autonomy granted to providers vary per education level. Secondary schools, including those that

<sup>16</sup> Data from the 2013 Labor Market Needs Assessment.

<sup>17</sup> Ibid.

offer technical education, depend on the MOE and the Teaching Service Council for the majority of decisions regarding admissions, purchase of materials, and staff recruitment and dismissal. NSDC, on the other hand, has substantial autonomy. At the post-secondary level, SALCC makes independent decisions regarding staff management and curricula through its management and academic boards. Training providers at all levels are allowed to generate and retain revenues through fees and other fundraising activities.

### Policy Goal 8: Fostering Relevance in Public Training Programs

Public training institutions need reliable information on current and emerging skills demands to keep their program offerings relevant to market conditions. It is therefore desirable for public training institutions to establish and maintain relationships with employers, industry associations, and research institutions. Such partners are a source of both information about skills competencies and expertise and advice on curriculum design and technical specifications for training facilities and equipment. They can also help create opportunities for workplace training for students and continuing professional development for instructors and administrators. Policy Goal 8 considers the extent to which arrangements are in place for public training providers to: (i) benefit from industry and expert input in the design of programs and (ii) recruit administrators and instructors with relevant qualifications and support their professional development.

Saint Lucia scores at an **Emerging** level (1.9) for Policy Goal 8. Growing links exist between public training institutions and industry, with the influence of employers limited to several industry specialists on the committees previously mentioned in the design of curriculum, the specification of standards for training facilities and the provision of scholarships. In some cases at the secondary level, collaboration also entails the use of industry facilities for training and provision of part-time trainers. NSDC, under guidance of the TVET and Accreditation Unit, consults with the industry advisory committee to ensure that the design of training programs is aligned with industry needs and competency standards. All standards have to be provided by TVET

There are no notable links between public training providers and research institutions. Although the

National Research and Development Foundation (NRDF) serves a dual purpose as a research and training institution, its contribution towards enhancing the practices in training delivery does not appear to be prominent. Most training institutions conduct their research internally or hire external consultants to do so when required.

Staff recruitment for TVET providers at the secondary level is done through the Teaching Service Commission. At the post-secondary level, such decisions are made by the Board of Directors of SALCC. Recruitment criteria appear to be flexible. While there is a grading system for the selection of instructors at the secondary level, it seems to be primarily based on academic qualifications and performance. Thus, instructors with no teaching or industry experience are at no disadvantage and likely to be selected. At the post-secondary level, the main requirement to become an instructor consists of possessing a Bachelor's degree in Education from SALCC.

Professional development for instructors at the secondary level is available and encouraged. SALCC and the MOE provide courses, seminars and workshops in various subject areas. Instructors may also choose to take time off for study in a particular field pertinent to their area of teaching. Enrolment in professional development programs is incentivized by salary increases and permanent positions based on demonstrated higher qualification levels, particularly a teaching certificate from SALCC. At the post-secondary level, professional development opportunities are limited to workshops offered by the MOE that instructors may choose to attend if interested. More comprehensive studies require instructors to pursue career development programs during their personal time.

### Policy Goal 9: Enhancing Evidence-based Accountability for Results

Systematic monitoring and evaluation of service delivery are important for both quality assurance and system improvement. Accomplishing this function requires gathering and analyzing data from a variety of sources. The reporting of institution level data enables the relevant authorities to ensure that providers are delivering on expected outcomes. Such data also enable these authorities to identify gaps or challenges in training provision or areas of good practice. Additionally, periodic surveys and evaluations of major programs generate

complementary information that can help enhance the relevance and efficiency of the system as a whole. Policy Goal 9 considers these ideas when assessing the system's arrangements for collecting and using data to focus attention on training outcomes, efficiency and innovation in service delivery.

Saint Lucia scores at a **Latent** level of (1.3) for Policy Goal 9. The MoE requests that public training institutions submit data on an annual basis. Secondary public and private schools collect data on enrolment, student performance and completion rates. Special Education Centers, the NSDC, NELU, and other public post-secondary and tertiary institutions also submit information on an annual basis. Non state providers at the post-secondary level are not required to present data to the MOE or any other ministry.

Data are compiled and published in an Education Statistical Digest targeted to policymakers, planners and researchers. Besides policymaking, the data are used to monitor the implementation of the 2009-2014 Education Sector Development Plan and assess progress. Regional and international agencies like the World Bank, the Organization of Eastern Caribbean States (OECS) and UNESCO make extensive use of the data to track progress towards goals established by the Education for All Initiative and the Millennium Development Goals.<sup>18</sup>

Saint Lucia does not have a management information system as yet, but the MOE and the Ministry of Finance are working towards developing one that can facilitate the continuous deposit and retrieval of administrative and other information from training providers.

The government of Saint Lucia occasionally sponsors surveys or other studies related to WfD, but funding for such endeavors tends to be limited. The most recent study was the Labor Market Needs Assessment, conducted with support from the World Bank.

An important shortcoming of Saint Lucia's WfD system is the lack of an institutionalized culture of monitoring, assessing the performance and the impact of training programs. Although some initiatives gather data and produce progress reports, few impact assessments are carried out. In this aspect, NSDC's practice of conducting

tracer studies and gathering employer feedback based on employee assessment is worth highlighting.

## Implications of the Findings

Currently, there are limited incentives for training providers in Saint Lucia to strive for excellence. For public training providers, performance could be enhanced by setting specific annual targets regarding institutional management and training outcomes. The establishment of such targets should be accompanied by regular monitoring and reporting, as well as measures to reward good performance and provide technical assistance to those providers lagging behind. Like employers, public training providers should be involved in the process of understanding the demand for skills.

The performance of providers could also benefit from increased competition in the training market. Currently, there are no incentives to engage in the delivery of training services and the ability of existing private providers to instill competition is limited as most public providers offer their services either free of charge (e.g. NSDC), or at very low price. Financial or non-financial incentives such as tax exemptions or government assistance in program development could have a positive effect in terms of competitiveness and increased relevance and quality of TVET.

While the centralized management of institutions at the secondary level by the MOE remains the mode of operation, it is left to be discovered whether an increased level of autonomy would improve quality of training. It is believed that granting autonomy to education and training institutions can enable them to adapt more easily to market demands, regularly review and update their curricula, and develop or adapt innovative pedagogic methods based on their students' needs.

The links between training providers and industry could be strengthened by seeking a deeper and wider understanding of all aspects of each industry. This form of strengthening will hopefully be realized via the formation of the sector councils which are to cover a broader spectrum of each industry. The Industry Advisory Committee, a platform created for training

<sup>18</sup> Ministry of Education, Human Resource Development and Labour. "2012 Education Statistical Digest: Past Trends, Present Position and Projections up to 2015/16".

providers to seek input from firms regarding curriculum and training facilities, could be enhanced through greater engagement of employers and a more cohesive collaboration between the TVET and Accreditation Unit and Council, SALCC and NSDC. In addition, incentives and legislation could be put in place to encourage partnerships between training providers and firms. Currently, the most prominent example of collaboration comes from the non-state provider GAMA, which has partnered with the Saint Lucia Employers Federation to design and deliver a number of business and soft skills online courses at the charge of US\$50 per trainee.

Arrangements for collecting, analyzing and using data to improve WfD policies and practices are yet to be developed in Saint Lucia. The general agreement that better articulated information on labor and training can significantly assist in the design of WfD policies and training programs should be expressed in: i) the reporting of a more comprehensive range of data by training providers (i.e. administrative and training outcomes data); ii) the consolidation of MOE's management information system and the labor market information system that is currently being developed by the Labor Department and ILO; iii) the analysis of data and production of reports available to the public; iv) the institutionalization of the use of evidence for major decisions on WfD such as funding, quality assurance, and introduction of training initiatives, among others.

## Annex 1: Acronyms

WfD	Workforce Development
TVET	Technical and Vocational Education and Training
GDP	Gross Domestic Product
SABER	Systems Approach for Better Education Results
DCI	Data Collection Instrument
MI-SIDS	Middle Income Small Island Developing State
CEPALStat	Economic Commission for Latin America and the Caribbean
CSO	Central Statistics Office
CSEC	Caribbean Secondary Education Certificate
NQF	National Qualifications Framework
CARE	Centre for Adolescent Rehabilitation and Enrichment
NSDC	National Skills Development Centre
ICT	Information Communication and Technology
MTDSP	Medium Term Development Strategic Plan
ESDP	Education Sector Development Plan
SEDU	Small Enterprise Development Unit
OPSR	Office of Private Sector Relations
IVET	Initial Vocational Education and Training
CVET	Continuing Vocational and Education and Training
MoE	Ministry of Education
SME	Small and Medium Enterprises
SLISBA	Saint Lucia Industrial and Business Association
SLCTVET	Saint Lucia Council for Technical and Vocational Education and Training
SALCC	Sir Arthur Lewis Community College
NELU	National Enrichment and Learning Unit
CVQ	Caribbean Vocational Qualifications
NVQ	National Vocational Qualifications
NICE	National Initiative to Create Employment
JOBS	Joint Opportunities for Building Saint Lucia
NAPP	National Apprenticeship and Placement Program
SBTAP	Small Business Targeted Assistance Program
CPIP	Constituency Projects and Infrastructure Program
CARICOM	Caribbean Community
STEP	Short Term Employment Program
SMILES	Single Mothers in Life Skills Enhancement
HOPE	Holistic Opportunities for Human Empowerment
CSEC	Caribbean Secondary Education Certificate Exam
CXC	Caribbean Examinations Council
USAID	United States Agency for International Development
NRDF	National Research and Development Foundation
OECS	Organization of Eastern Caribbean States
UNESCO	United Nations Educational, Scientific and Cultural Organization

Annex 2: The SABER-WfD Analytical Framework

		Policy Goal	Policy Action	Topic					
Dimension 1	Strategic Framework	G1	Setting a Strategic Direction	Provide sustained advocacy for WfD at the top leadership level	G1_T1	Advocacy for WfD to Support Economic Development			
					G1_T2	Strategic Focus and Decisions by the WfD Champions			
		G2	Fostering a Demand-Led Approach	Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	Establish clarity on the demand for skills and areas of critical constraint	G2_T1	Overall Assessment of Economic Prospects and Skills Implications		
						G2_T2	Critical Skills Constraints in Priority Economic Sectors		
						G2_T3	Role of Employers and Industry		
						G2_T4	Skills-Upgrading Incentives for Employers		
						G2_T5	Monitoring of the Incentive Programs		
		G3	Strengthening Critical Coordination	Formalize key WfD roles for coordinated action on strategic priorities		G3_T1	Roles of Government Ministries and Agencies		
						G3_T2	Roles of Non-Government WfD Stakeholders		
						G3_T3	Coordination for the Implementation of Strategic WfD Measures		
Dimension 2	System Oversight	G4	Ensuring Efficiency and Equity in Funding	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training  Monitor and enhance equity in funding for training Facilitate sustained partnerships between training institutions and employers	G4_T1	Overview of Funding for WfD			
					G4_T2	Recurrent Funding for Initial Vocational Education and Training (IVET)			
					G4_T3	Recurrent Funding for Continuing Vocational Education and Training Programs (CVET)			
					G4_T4	Recurrent Funding for Training-related Active Labor Market Programs (ALMPs)			
					G4_T5	Equity in Funding for Training Programs			
					G4_T6	Partnerships between Training Providers and Employers			
		G5	Assuring Relevant and Reliable Standards	Broaden the scope of competency standards as a basis for developing qualifications frameworks  Establish protocols for assuring the credibility of skills testing and certification  Develop and enforce accreditation standards for maintaining the quality of training provision		G5_T1	Competency Standards and National Qualifications Frameworks		
						G5_T2	Competency Standards for Major Occupations		
						G5_T3	Occupational Skills Testing		
						G5_T4	Skills Testing and Certification		
						G5_T5	Skills Testing for Major Occupations		
						G5_T6	Government Oversight of Accreditation		
						G5_T7	Establishment of Accreditation Standards		
						G5_T8	Accreditation Requirements and Enforcement of Accreditation Standards		
						G5_T9	Incentives and Support for Accreditation		
		G6	Diversifying Pathways for Skills Acquisition	Promote educational progression and permeability through multiple pathways, including for TVET students Facilitate lifelong learning through articulation of skills certification and recognition of prior learning Provide support services for skills acquisition by workers, job-seekers and the disadvantaged		G6_T1	Learning Pathways		
						G6_T2	Public Perception of Pathways for TVET		
						G6_T3	Articulation of Skills Certification		
						G6_T4	Recognition of Prior Learning		
						G6_T5	Support for Further Occupational and Career Development		
						G6_T6	Training-related Provision of Services for the Disadvantaged		
		Dimension 3	Service Delivery	G7	Enabling Diversity and Excellence in Training Provision	Encourage and regulate non state provision of training  Combine incentives and autonomy in the management of public training institutions		G7_T1	Scope and Formality of Non-State Training Provision
								G7_T2	Incentives for Non State Providers
								G7_T3	Quality Assurance of Non State Training Provision
G7_T4	Review of Policies towards Non State Training Provision								
G7_T5	Targets and Incentives for Public Training Institutions								
G7_T6	Autonomy and Accountability of Public Training Institutions								
G7_T7	Introduction and Closure of Public Training Programs								
G8	Fostering Relevance in Public Training Programs			Integrate industry and expert input into the design and delivery of public training programs  Recruit and support administrators and instructors for enhancing the market-relevance of public training programs		G8_T1	Links between Training Institutions and Industry		
						G8_T2	Industry Role in the Design of Program Curricula		
						G8_T3	Industry Role in the Specification of Facility Standards		
						G8_T4	Links between Training and Research Institutions		
G9	Enhancing Evidence-based Accountability for Results			Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation		G8_T5	Recruitment and In-Service Training of Heads of Public Training Institutions		
						G8_T6	Recruitment and In-Service Training of Instructors of Public Training Institutions		
						G9_T1	Administrative Data from Training Providers		
						G9_T2	Survey and Other Data		
G9_T3	Use of Data to Monitor and Improve Program and System Performance								

Annex 3: Rubrics for Scoring the SABER-WfD Data

Functional Dimension 1: Strategic Framework				
	Level of Development			
	Latent	Emerging	Established	Advanced
Policy Goal 1: Setting a Strategic Direction for WfD	Visible champions for WfD are either <b>absent</b> or take <b>no specific action</b> to advance strategic WfD priorities.	<b>Some</b> visible champions provide <b>ad hoc</b> advocacy for WfD and have acted on <b>few</b> interventions to advance strategic WfD priorities; <b>no arrangements</b> exist to monitor and review implementation progress.	<b>Government leaders</b> exercise <b>sustained</b> advocacy for WfD with <b>occasional, ad hoc</b> participation from <b>non-government leaders</b> ; their advocacy focuses on <b>selected</b> industries or economic sectors and manifests itself through a <b>range</b> of specific interventions; implementation progress is monitored, albeit through <b>ad hoc</b> reviews.	<b>Both government and non-government leaders</b> exercise <b>sustained</b> advocacy for WfD, and rely on <b>routine, institutionalized</b> processes to collaborate on <b>well-integrated</b> interventions to advance a <b>strategic, economy-wide</b> WfD policy agenda; implementation progress is monitored and reviewed through <b>routine, institutionalized</b> processes.

Functional Dimension 1: Strategic Framework				
	Level of Development			
	Latent	Emerging	Established	Advanced
Policy Goal 2: Fostering a Demand-Led Approach to WfD	There is <b>no assessment</b> of the country's economic prospects and their implications for skills; industry and employers have a <b>limited or no role</b> in defining strategic WfD priorities and receive <b>limited</b> support from the government for skills upgrading.	<b>Some ad hoc</b> assessments exist on the country's economic prospects and their implications for skills; <b>some</b> measures are taken to address critical skills constraints (e.g., incentives for skills upgrading by employers); the government makes <b>limited</b> efforts to engage employers as strategic partners in WfD.	<b>Routine</b> assessments based on <b>multiple data sources</b> exist on the country's economic prospects and their implications for skills; a <b>wide range</b> of measures with <b>broad</b> coverage are taken to address critical skills constraints; the government recognizes employers as strategic partners in WfD, <b>formalizes</b> their role, and <b>provides support</b> for skills upgrading through incentive schemes that are <b>reviewed and adjusted</b> .	A rich array of <b>routine and robust</b> assessments by <b>multiple stakeholders</b> exists on the country's economic prospects and their implications for skills; the information provides a basis for a <b>wide range</b> of measures with <b>broad</b> coverage that address critical skills constraints; the government recognizes employers as strategic partners in WfD, <b>formalizes</b> their role, and <b>provides support</b> for skills upgrading through incentives, including some form of a <b>levy-grant scheme</b> , that are <b>systematically reviewed</b> for impact and <b>adjusted</b> accordingly.

Functional Dimension 1: Strategic Framework				
	Level of Development			
	Latent	Emerging	Established	Advanced
Policy Goal 3: Strengthening Critical Coordination for Implementation	Industry/employers have a <b>limited or no role</b> in defining strategic WfD priorities; the government either provides <b>no incentives</b> to encourage skills upgrading by employers or conducts <b>no reviews</b> of such incentive programs.	Industry/employers help define WfD priorities on an <b>ad hoc</b> basis and make <b>limited</b> contributions to address skills implications of major policy/investment decisions; the government provides <b>some</b> incentives for skills upgrading for formal and informal sector employers; if a levy-grant scheme exists its coverage is <b>limited</b> ; incentive programs are <b>not systematically</b> reviewed for impact.	Industry/employers help define WfD priorities on a <b>routine</b> basis and make <b>some</b> contributions in <b>selected</b> areas to address the skills implications of major policy/investment decisions; the government provides <b>a range of</b> incentives for skills upgrading for all employers; a levy-grant scheme with <b>broad</b> coverage of formal sector employers exists; incentive programs are <b>systematically</b> reviewed and <b>adjusted</b> ; an annual report on the levy-grant scheme is published with <b>a time lag</b> .	Industry/employers help define WfD priorities on a <b>routine</b> basis and make <b>significant</b> contributions in <b>multiple</b> areas to address the skills implications of major policy/investment decisions; the government provides <b>a range of</b> incentives for skills upgrading for all employers; a levy-grant scheme with <b>comprehensive</b> coverage of formal sector employers exists; incentive programs to encourage skills upgrading are <b>systematically</b> reviewed for <b>impact on skills and productivity</b> and are <b>adjusted</b> accordingly; an annual report on the levy-grant scheme is published in <b>a timely fashion</b> .



Functional Dimension 2: System Oversight				
	Level of Development			
	Latent	Emerging	Established	Advanced
Policy Goal 4: Ensuring Efficiency and Equity in Funding	<p>The government funds IVET, CVET and ALMPs (but not OJT in SMEs) based on <b>ad hoc</b> budgeting processes, but takes <b>no action</b> to facilitate formal partnerships between training providers and employers; the impact of funding on the beneficiaries of training programs has <b>not been recently reviewed</b>.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET and CVET follows <b>routine</b> budgeting processes involving <b>only government officials</b> with allocations determined largely by the <b>previous year's budget</b>; funding for ALMPs is decided by government officials on an <b>ad hoc</b> basis and targets <b>select</b> population groups through various channels; the government takes <b>some</b> action to facilitate <b>formal</b> partnerships between individual training providers and employers; recent reviews considered the impact of funding on <b>only training-related indicators</b> (e.g. enrolment, completion), which stimulated dialogue among <b>some</b> WfD stakeholders.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET is <b>routine</b> and based on <b>multiple</b> criteria, including evidence of program effectiveness; recurrent funding for CVET relies on <b>formal</b> processes with <b>input</b> from key stakeholders and annual reporting <b>with a lag</b>; funding for ALMPs is determined through a <b>systematic</b> process with <b>input</b> from key stakeholders; ALMPs target <b>diverse</b> population groups through various channels and are reviewed for impact but follow-up is <b>limited</b>; the government takes action to facilitate <b>formal</b> partnerships between training providers and employers at <b>multiple</b> levels (institutional and systemic); recent reviews considered the impact of funding <b>on both</b> training-related indicators and labor market outcomes; the reviews stimulated dialogue among WfD stakeholders and <b>some</b> recommendations were implemented.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET is <b>routine</b> and based on <b>comprehensive</b> criteria, including evidence of program effectiveness, that are <b>routinely reviewed and adjusted</b>; recurrent funding for CVET relies on <b>formal</b> processes with <b>input</b> from key stakeholders and <b>timely annual reporting</b>; funding for ALMPs is determined through a <b>systematic</b> process with <b>input</b> from key stakeholders; ALMPs target <b>diverse</b> population groups through various channels and are reviewed for impact and <b>adjusted</b> accordingly; the government takes action to facilitate <b>formal</b> partnerships between training providers and employers at <b>all levels</b> (institutional and systemic); recent reviews considered the impact of funding on a <b>full range</b> of training-related indicators and labor market outcomes; the reviews stimulated <b>broad-based</b> dialogue among WfD stakeholders and <b>key</b> recommendations were implemented.</p>

Functional Dimension 2: System Oversight				
Level of Development				
	Latent	Emerging	Established	Advanced
Policy Goal 5: Assuring Relevant and Reliable Standards	<p>Policy dialogue on competency standards and/or the NQF occurs on an <b>ad hoc</b> basis with <b>limited</b> engagement of key stakeholders; competency standards have <b>not been defined</b>; skills testing for major occupations is <b>mainly theory-based</b> and certificates awarded are recognized by <b>public sector employers only</b> and have <b>little</b> impact on employment and earnings; <b>no system</b> is in place to establish accreditation standards.</p>	<p><b>A few</b> stakeholders engage in <b>ad hoc</b> policy dialogue on competency standards and/or the NQF; competency standards exist for a <b>few</b> occupations and are used by <b>some</b> training providers in their programs; skills testing is competency-based for a <b>few</b> occupations but for the most part is <b>mainly theory-based</b>; certificates are recognized by <b>public and some private sector employers</b> but have <b>little impact</b> on employment and earnings; the accreditation of training providers is supervised by a <b>dedicated office</b> in the relevant ministry; private providers are required to be accredited, however accreditation standards are <b>not consistently publicized or enforced</b>; providers are offered <b>some</b> incentives to seek and retain accreditation.</p>	<p><b>Numerous</b> stakeholders engage in policy dialogue on competency standards and/or the NQF through <b>institutionalized</b> processes; competency standards exist for <b>most</b> occupations and are used by <b>some</b> training providers in their programs; the NQF, if in place, covers <b>some</b> occupations and a <b>range</b> of skill levels; skills testing for <b>most</b> occupations follows standard procedures, is competency-based and assesses <b>both theoretical knowledge and practical skills</b>; certificates are recognized by <b>both public and private sector employers</b> and <b>may impact</b> employment and earnings; the accreditation of training providers is supervised by a <b>dedicated agency</b> in the relevant ministry; the agency is responsible for defining accreditation standards with <b>stakeholder input</b>; standards are reviewed on an <b>ad hoc</b> basis and are publicized or enforced to <b>some</b> extent; all providers receiving public funding must be accredited; providers are offered <b>incentives</b> and <b>limited support</b> to seek and retain accreditation.</p>	<p><b>All key</b> stakeholders engage in policy dialogue on competency standards and/or the NQF through <b>institutionalized</b> processes; competency standards exist for <b>most</b> occupations and are used by training providers in their programs; the NQF, if in place, covers <b>most</b> occupations and a <b>wide range</b> of skill levels; skills testing for <b>most</b> occupations follows standard procedures, is competency-based and assesses <b>both theoretical knowledge and practical skills</b>; <b>robust protocols</b>, including <b>random audits</b>, ensure the credibility of certification; certificates are <b>valued by most employers</b> and <b>consistently improve</b> employment prospects and earnings; the accreditation of training providers is supervised by a <b>dedicated agency</b> in the relevant ministry; the agency is responsible for defining accreditation standards <b>in consultation with stakeholders</b>; standards are reviewed following <b>established protocols</b> and are publicized and <b>routinely enforced</b>; all training providers are required as well as offered <b>incentives and support</b> to seek and retain accreditation.</p>

**Functional Dimension 2: System Oversight**

	Level of Development			
	Latent	Emerging	Established	Advanced
Policy Goal 6: Diversifying Pathways for Skills Acquisition	<p>Students in technical and vocational education have <b>few or no options</b> for further formal skills acquisition beyond the secondary level and the government takes <b>no action</b> to improve public perception of TVET; certificates for technical and vocational programs are <b>not recognized</b> in the NQF; qualifications certified by non-Education ministries are <b>not recognized</b> by formal programs under the Ministry of Education; recognition of prior learning receives <b>limited</b> attention; the government provides <b>practically no support</b> for further occupational and career development, or training programs for disadvantaged populations.</p>	<p>Students in technical and vocational education can only progress to <b>vocationally-oriented, non-university programs</b>; the government takes <b>limited</b> action to improve public perception of TVET (e.g. diversifying learning pathways); <b>some</b> certificates for technical and vocational programs are recognized in the NQF; <b>few</b> qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education; policymakers pay <b>some</b> attention to the recognition of prior learning and provide the public with <b>some</b> information on the subject; the government offers <b>limited</b> services for further occupational and career development through <b>stand-alone local service centers</b> that are <b>not integrated</b> into a system; training programs for disadvantaged populations receive <b>ad hoc</b> support.</p>	<p>Students in technical and vocational education can progress to <b>vocationally-oriented programs, including at the university level</b>; the government takes <b>some</b> action to improve public perception of TVET (e.g. diversifying learning pathways and improving program quality) and reviews the impact of such efforts on an <b>ad-hoc</b> basis; <b>most</b> certificates for technical and vocational programs are recognized in the NQF; a <b>large number</b> of qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education, albeit <b>without the granting of credits</b>; policymakers give <b>some</b> attention to the recognition of prior learning and provide the public with <b>some</b> information on the subject; a <b>formal association</b> of stakeholders provides <b>dedicated</b> attention to adult learning issues; the government offers <b>limited</b> services for further occupational and career development, which are available through an <b>integrated network of centers</b>; training programs for disadvantaged populations receive <b>systematic</b> support and are reviewed for impact on an <b>ad hoc</b> basis.</p>	<p>Students in technical and vocational education can progress to <b>academically or vocationally-oriented programs, including at the university level</b>; the government takes <b>coherent</b> action on <b>multiple fronts</b> to improve public perception of TVET (e.g. diversifying learning pathways and improving program quality and relevance, with the support of a media campaign) and <b>routinely</b> reviews and <b>adjusts</b> such efforts to maximize their impact; <b>most</b> certificates for technical and vocational programs are recognized in the NQF; a <b>large number</b> of qualifications certified by non-Education ministries are recognized and <b>granted credits</b> by formal programs under the Ministry of Education; policymakers give <b>sustained</b> attention to the recognition of prior learning and provide the public with <b>comprehensive</b> information on the subject; a <b>national organization</b> of stakeholders provides <b>dedicated</b> attention to adult learning issues; the government offers a <b>comprehensive menu</b> of services for further occupational and career development, <b>including online resources</b>, which are available through an <b>integrated network of centers</b>; training programs for disadvantaged populations receive <b>systematic</b> support with <b>multi-year budgets</b> and are <b>routinely</b> reviewed for impact and <b>adjusted</b> accordingly.</p>

Functional Dimension 3: Service Delivery				
	Level of Development			
	Latent	Emerging	Established	Advanced
Policy Goal 7: Enabling Diversity and Excellence in Training Provision	There is <b>no diversity</b> of training provision as the system is largely comprised of <b>public providers</b> with <b>limited or no autonomy</b> ; training provision is <b>not informed</b> by formal assessment, stakeholder input or performance targets.	There is <b>some</b> diversity in training provision; non state providers operate with <b>limited</b> government incentives and <b>governance</b> over registration, licensing and quality assurance; public training is provided by institutions with <b>some</b> autonomy and informed by <b>some</b> assessment of implementation constraints, stakeholder input and basic targets.	There is <b>diversity</b> in training provision; non state training providers, <b>some</b> registered and licensed, operate within <b>a range</b> of government incentives, <b>systematic</b> quality assurance measures and <b>routine</b> reviews of government policies toward non-state training providers; public providers, mostly governed by management boards, have <b>some</b> autonomy; training provision is informed by <b>formal analysis</b> of implementation constraints, stakeholder input and basic targets; lagging providers receive <b>support</b> and exemplary institutions are <b>rewarded</b> .	There is <b>broad</b> diversity in training provision; non state training providers, <b>most</b> registered and licensed, operate with <b>comprehensive</b> government incentives, <b>systematic</b> quality assurance measures and <b>routine</b> review and <b>adjustment</b> of government policies toward non-state training providers; public providers, mostly governed by management boards, have <b>significant</b> autonomy; decisions about training provision are <b>time-bound</b> and informed by <b>formal assessment</b> of implementation constraints; stakeholder input and use of a <b>variety of measures</b> to incentivize performance include support, rewards and performance-based funding.

Functional Dimension 3: Service Delivery				
	Level of Development			
	Latent	Emerging	Established	Advanced
Policy Goal 8: Fostering Relevance in Public Training Programs	There are <b>few or no attempts</b> to foster relevance in public training programs through encouraging links between training institutions, industry and research institutions or through setting standards for the recruitment and training of heads and instructors in training institutions.	Relevance of public training is enhanced through <b>informal</b> links between <b>some</b> training institutions, industry and research institutions, including <b>input</b> into the design of curricula and facility standards; heads and instructors are recruited on the basis of <b>minimum academic standards</b> and have <b>limited</b> opportunities for professional development.	Relevance of public training is enhanced through <b>formal</b> links between <b>some</b> training institutions, industry and research institutions, leading to collaboration in <b>several</b> areas including but not limited to the design of curricula and facility standards; heads and instructors are recruited on the basis of <b>minimum academic and professional standards</b> and have <b>regular</b> access to opportunities for professional development.	Relevance of public training is enhanced through <b>formal</b> links between <b>most</b> training institutions, industry and research institutions, leading to <b>significant</b> collaboration in a <b>wide range</b> of areas; heads and instructors are recruited on the basis of <b>minimum academic and professional standards</b> and have <b>regular</b> access to <b>diverse</b> opportunities for professional development, including <b>industry attachments</b> for instructors.

**Functional Dimension 3: Service Delivery**

	Level of Development			
	Latent	Emerging	Established	Advanced
<b>Policy Goal 9: Enhancing Evidence-based Accountability for Results</b>	<p>There are <b>no specific</b> data collection and reporting requirements, but training providers maintain their <b>own databases</b>; the government <b>does not conduct or sponsor</b> skills-related surveys or impact evaluations and <b>rarely</b> uses data to monitor and improve system performance.</p>	<p>Training providers collect and report <b>administrative</b> data and there are <b>significant</b> gaps in reporting by non-state providers; <b>some</b> public providers issue annual reports and the government <b>occasionally</b> sponsors or conducts skills-related surveys; the government <b>does not consolidate data</b> in a system-wide database and uses <b>mostly administrative data</b> to monitor and improve system performance; the government publishes information on graduate labor market outcomes for <b>some</b> training programs.</p>	<p>Training providers collect and report <b>administrative and other</b> data (e.g., job placement statistics, earnings of graduates) and there are <b>some</b> gaps in reporting by non state providers; <b>most</b> public providers issue internal annual reports and the government <b>routinely</b> sponsors skills-related surveys; the government consolidates data in a <b>system-wide database</b> and uses <b>administrative data</b> and information from <b>surveys</b> to monitor and improve system performance; the government publishes information on graduate labor market outcomes for <b>numerous</b> training programs.</p>	<p>Training providers collect and report <b>administrative and other</b> data (e.g., job placement statistics, earnings of graduates) and there are <b>few</b> gaps in reporting by non-state providers; <b>most</b> public providers issue <b>publicly available</b> annual reports and the government <b>routinely</b> sponsors or conducts skills-related surveys and impact evaluations; the government consolidates data in a <b>system-wide, up to date database</b> and uses <b>administrative data, information from surveys and impact evaluations</b> to monitor and improve system performance; the government publishes information on graduate labor market outcomes for <b>most</b> training programs <b>online</b>.</p>

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Annex 5: SABER-WfD Scores

		Policy Goal		Policy Action		Topic			
Dimension 1	2.1	G1	2.5	Provide sustained advocacy for WfD at the top leadership level	2.5	G1_T1	2.0		
						G1_T2	3.0		
		G2	2.0	Establish clarity on the demand for skills and areas of critical constraint	2.5	G2_T1	2.0		
						G2_T2	3.0		
				Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	1.6	G2_T3	2.0		
						G2_T4	2.0		
						G2_T5	1.0		
		G3	1.7	Formalize key WfD roles for coordinated action on strategic priorities	1.6	G3_T1	2.0		
						G3_T2	1.0		
						G3_T3	2.0		
Dimension 2	2.0	G4	2.0	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training	2.0	G4_T1	info		
						G4_T2	1.0		
						G4_T3	2.0		
						G4_T4	3.0		
				Monitor and enhance equity in funding for training	1.6	G4_T5_IVET	3.0		
						G4_T5_CVET	1.0		
		G5	2.4	Broaden the scope of competency standards as a basis for developing qualifications frameworks	2.0	G4_T5_ALMP	1.0		
						G5_T1	2.0		
						G5_T2	2.0		
				Establish protocols for assuring the credibility of skills testing and certification	3.6	G5_T3	3.0		
						G5_T4	4.0		
						G5_T5	4.0		
				Develop and enforce accreditation standards for maintaining the quality of training provision	1.3	G5_T6	info		
						G5_T7	2.0		
						G5_T8	1.0		
						G5_T9	1.0		
				G6	1.5	Promote educational progression and permeability through multiple pathways, including for TVET students	2.0	G6_T1	2.0
								G6_T2	2.0
						Strengthen the system for skills certification and recognition	1.0	G6_T3	1.0
								G6_T4	1.0
Enhance support for skills acquisition by workers, job-seekers and the disadvantaged	1.5	G6_T5	1.0						
		G6_T6	2.0						
Dimension 3	1.7	G7	1.7	Encourage and regulate non-state provision of training	1.5	G7_T1	3.0		
						G7_T2	1.0		
						G7_T3	1.0		
						G7_T4	1.0		
				Combine incentives and autonomy in the management of public training institutions	2.0	G7_T5	1.0		
						G7_T6	3.0		
						G7_T7	2.0		
		G8	1.9	Integrate industry and expert input into the design and delivery of public training programs	1.9	G8_T1	2.0		
						G8_T2	2.0		
						G8_T3	2.5		
						G8_T4	1.0		
				Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	2.0	G8_T5	2.0		
		G9	1.3	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	1.3	G8_T6	2.0		
						G9_T1	1.0		
						G9_T2	2.0		
						G9_T3	1.0		

## Annex 6: Authorship and Acknowledgements

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The research team acknowledges the support of all who have contributed to the report and its findings, including informants, survey respondents, participants at various consultation workshops, as well as Francisco Marmolejo and Alexandria Valerio, leaders of the SABER-WfD team in 2014, and Rita Costa, Angela Demas and Ryan Flynn, also members of this team at the World Bank. The research team gratefully acknowledges the generous financial support of the Government of the United Kingdom through its Department of International Development's Partnership for Education Development with the World Bank which makes it possible for HDNED's SABER-WfD team to provide technical support to the principal investigator in the form of standardized tools and guidance on data collection, analysis and reporting.

The **Systems Approach for Better Education Results (SABER)** initiative produces comparative data and knowledge on education policies and institutions, with the aim of helping countries systematically strengthen their education systems. SABER evaluates the quality of education policies against evidence-based global standards, using new diagnostic tools and detailed policy data. The SABER country reports give all parties with a stake in educational results—from administrators, teachers, and parents to policymakers and business people—an accessible, objective snapshot showing how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of workforce development.

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

