

THE PITONS STANDARD

Public Value, Delivery and Learning for Saint Lucia

APPRAISE	DELIVER	LEARN
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Independent proposed standard

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STATUS Not an official Government of Saint Lucia standard unless adopted by competent authority. Not legal advice.

Publication status and use

The PITONS Standard is an independent proposed standard for public decision appraisal in Saint Lucia. It is written so that a competent public authority may test, adapt and adopt it, but this edition creates no legal power, approval gate, spending authority or duty. Existing law, Cabinet and parliamentary authority, delegated powers, financial instructions, procurement rules, professional obligations and lawful emergency directions prevail.

OBJECTIVE BOUNDARY PITONS does not set the Government's objectives and does not make policy decisions. It structures evidence-based, objective and impartial advice about the best way to achieve a stated objective. If the objective is unlawful, contradictory, materially vague or impossible, the appraisal returns it to the authority that set it. The appraisal team must not silently replace it.

Term	Force in this edition
must	A conformance requirement of this proposed Standard, or a legal requirement where the text and cited authority expressly say so.
should	Expected practice unless the record gives a reasoned, authorised and reviewable departure.
may	Permitted method or design choice.
legal duty	A duty said to arise from an identified, verified legal source. The live text and commencement position must still be checked for the decision at hand.

This publication is designed for ministers and Cabinet advisers; permanent secretaries and accounting officers; policy, economic planning, budget and legal officers; procurement and contract managers; programme, asset, digital and service owners; auditors and evaluators; regulators; local and statutory bodies; and external partners supporting public decisions. It is also intended to make the reasoning legible to Parliament, affected communities, the media and the public when publication is lawful.

Verification and evidence boundary

- Law cited here was checked against publicly available official sources to the evidence cut-off. Authentication, amendment and commencement must be checked again before live use.
- Current statistics, prices, forecasts and programme facts must be refreshed for each record. A dated source is not made current by being copied into a new appraisal.
- Illustrative worked records demonstrate method. They are not Government plans, approved budgets, legal opinions, engineering designs or procurement specifications.
- Protected, personal, security-sensitive and commercially sensitive material belongs in a governed annex. Redaction is recorded, not used as a reason to leave the public rationale blank.

LICENCE TO CHALLENGE Any reviewer may require a claim, option, parameter, gate or condition to be made testable. Seniority is not evidence; a spreadsheet is not a decision; completion is not functioning service.

Foreword

A small state cannot afford a large gap between what a decision promises and what the public finally experiences. Money, specialist capacity, fiscal space, land, time, institutional attention and public trust are all scarce. Exposure to hurricanes, floods, drought, imported inflation, global interest rates, fragile supply routes and common infrastructure nodes can make an apparently local decision national in consequence. The standard of reasoning must therefore be proportionate not only to the money spent, but to the consequences of being wrong.

The PITONS Standard provides a common public decision grammar from the first definition of a problem to the operation, maintenance, evaluation and eventual closure of a service or asset. It treats appraisal as disciplined advice, not as a hunt for a preferred answer. It asks what would happen without action, what credible alternatives exist, who gains and loses, what the law permits, what the delivery system can absorb, what can fail together, what will be maintained, and what evidence would cause the decision to change.

Its originality is not a claim that Saint Lucia must discard established appraisal knowledge. PITONS draws carefully from public economics, finance, accounting, evaluation, operations, systems engineering, resilience, behavioural science, game theory and adaptive decision-making. It also learns from international public-investment systems. It reorganises those lessons around Saint Lucia's legal institutions, small-state constraints and need for a record that survives the hand-offs between policy, budget, procurement, delivery and operation.

The Pitons are distinct but connected. So are public purpose, readiness, consequences, options, delivery and learning. None can safely stand in for the others.

Executive standard

Every material public decision within scope must be supported by one versioned decision record that proves six obligations, passes three non-compensatory gates, exposes the strongest rejected alternative and specifies how the chosen course will become a functioning, maintainable service. The record follows the decision through authorisation, procurement, operation, evaluation and closure.

Test	Proof obligation	The record must show
P	Problem and public purpose	Whose condition should change, compared with what baseline and counterfactual; the stated objective, lawful authority and public-action rationale.
I	Intervention readiness	Institutional, legal, behavioural, operational, data and market conditions; capability and dependency gaps; who must act differently.

Test	Proof obligation	The record must show
T	Trade-offs and total consequences	Benefits, harms, resources, transfers, distribution, rights, fiscal exposure, environmental and system effects over the lifecycle.
O	Options under uncertainty	A genuine option set, including do-minimum; strategic response; robustness, flexibility, switching values and the strongest rejected alternative.
N	Navigation to functioning service	A staged path, owners, funds, capacity, procurement route, acceptance, maintenance, recovery, triggers and conditions.
S	Scrutiny, evaluation and learning	Independent challenge, evidence quality, dissent, evaluation, publication and pre-stated adapt, scale, hold, stop or close decisions.

Gate	Question	No compensating score
L	Legality, rights and legitimacy	Can the option lawfully proceed, with authority, due process, safeguards, participation and remedy proportionate to its effects?
R	Resilience and system coupling	Can the service continue or recover across realistic shocks and shared dependencies without unacceptable cascading harm?
F	Future options, recovery and learning	Does the decision preserve a credible path to pause, pivot, recover, scale, transfer, re-procure or exit as evidence changes?

NO PITONS SCORE PITONS is not an index and must not be collapsed into a composite score. A high benefit estimate cannot purchase legality; an attractive NPV cannot erase an unfunded operating model; formal compliance cannot turn a brittle service into a resilient one.

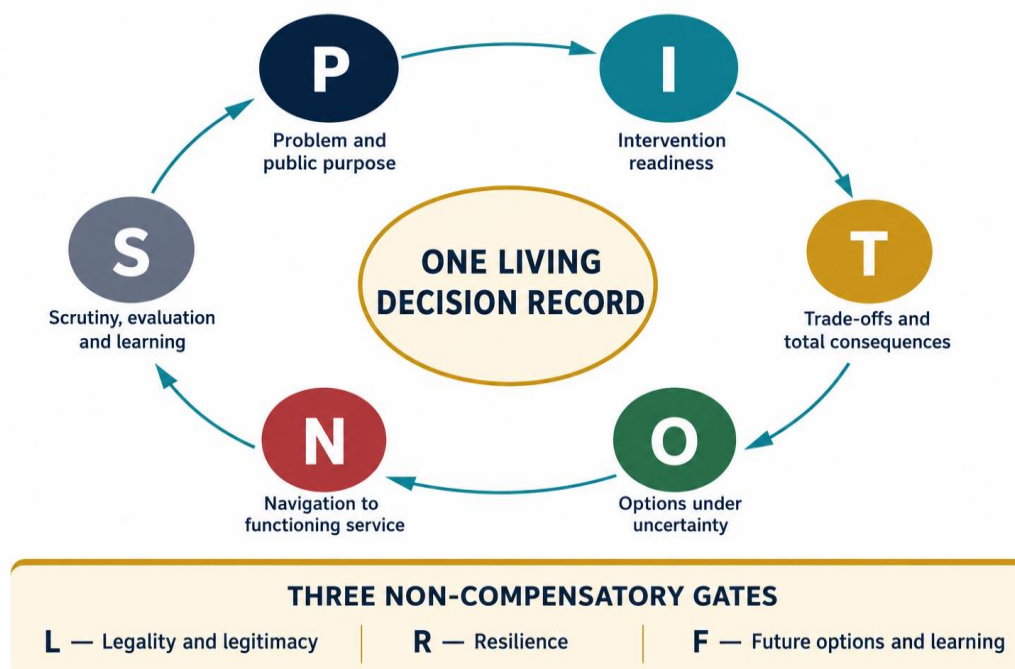


Figure 1. The six tests are iterative. After options are formed, readiness and consequences are re-tested for each credible option.

Decision outcomes

Outcome	Meaning	Minimum record
Pass	The next named commitment is authorised within stated limits.	Decision, authority, resources, acceptance test, next review.
Pass with conditions	Proceed only while specified conditions remain satisfied.	Each condition has owner, deadline, evidence and automatic consequence.
Return for redesign	The objective may remain, but the proposed route is not decision-ready.	Failed obligation or gate, evidence gap, redesign brief and return authority.
Stop	No lawful, viable or proportionate route is presently available, or public value is inferior to the alternative.	Reason, closure/transition duties, review trigger if circumstances change.

Ten-minute reader route

1. Read the objective boundary and the executive standard.
2. Use Chapter 3 to choose the lane and record ID before analysis starts.
3. Complete P, then map I before building an option list.
4. Compare options through T and O; repeat I and T for each serious option.
5. Do not recommend commitment until N names the operating and maintenance reality.
6. Use S and the L/R/F gates to issue one of the four decision outcomes.
7. Carry the same record into procurement, acceptance, operation, evaluation and closure.

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Part I. The normative Standard

This Part states what a PITONS-conforming appraisal and decision record must do. Part II supplies methods; Part III supplies tools and examples; Part IV governs adoption and change.

1. Purpose, boundary and design constitution

1.1 Purpose

PITONS improves the quality, traceability and public usefulness of advice about how stated government objectives should be achieved. It connects policy reasoning to legal authority, resource allocation, procurement, delivery, operation, maintenance, evaluation and learning. It is applicable before a preferred solution has hardened into a commitment.

1.2 What the Standard does not do

- It does not set political or democratic objectives, decide policy, appropriate money, authorise borrowing, grant legal powers or substitute for Cabinet, Parliament, a minister, an accounting officer, a statutory body, a regulator, a court or a professional certifier.
- It does not guarantee that a decision will succeed. It makes the reasons, conditions, exposure, owners and learning path more visible.
- It does not require every effect to be monetised, every uncertainty to have a probability, or every decision to use the same analytical technique.
- It does not treat a donor template, procurement document, engineering design, budget submission or evaluation plan as a substitute for the whole decision record.

1.3 Design constitution

Rule	Operational meaning
Public value over activity	Judge change in lived conditions and service potential, not announcements, expenditure, procurements or outputs alone.
Functioning service over completed asset	Completion matters only when the service is accepted, staffed, supplied, maintained, recoverable and used.
Law, rights and viability are floors	They are not points that can be traded against a larger benefit estimate.
No composite score	Keep decisive judgments and disagreements visible.
Separate statement types	Facts, calculations, inferences, estimates, reported claims, proposals and unknowns must not masquerade as one another.

Rule	Operational meaning
Fair counterfactual and genuine options	Compare against what would credibly happen without the decision and include the strongest feasible alternative.
Strongest rejected alternative	Decision makers see the best case not chosen and the switching fact that would reverse the recommendation.
Proportionality by consequence	Escalate for rights, irreversibility, systemic exposure and uncertainty, not only for capital value.
No imported parameter by habit	Identify authority, vintage, jurisdiction, units, transfer rationale and sensitivity.
Unknown is not zero	An unmeasured effect remains an uncertainty or bounded scenario.
Commitment follows readiness	Do not award, announce or build beyond the evidence, authority and capability available for the next reversible stage.
Conditions expire	Every condition has an owner, deadline, evidence test and automatic consequence.
Uncertainty changes the pathway	Use pilots, modules, options, signposts and recovery paths, not merely a wider error bar.
One stable record	The reasoning object survives organisational hand-offs and retains its original baseline and superseded versions.
Layered transparency	Publish a useful rationale while governing protected annexes and recording each redaction.
Learning changes a decision	Evaluation is complete only when a named authority responds by adapting, scaling, holding, stopping or closing.

2. The PITONS operating model

2.1 One record, six tests, three gates

P gives the first defensible problem frame. I maps the system into which action would be placed. That mapping may change the problem frame. T makes consequences and incidence visible. O creates genuine alternatives and tests them across uncertainty. Because options differ in the institutions and behaviours they require, the team repeats I and T for every credible option. N converts the recommended option into a bounded commitment pathway. S supplies challenge, evaluation and revision throughout.

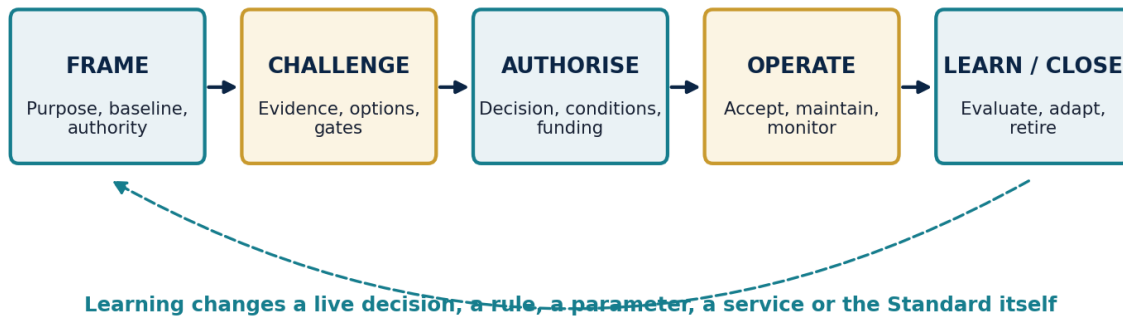


Figure 2. The record accumulates evidence and decisions; it does not erase its original baseline or prior versions.

2.2 Proof standard

A proof obligation is satisfied when a competent reviewer can reproduce the reasoning from the record, locate the evidence, understand material uncertainty, identify the accountable authority and see what would happen if a condition fails. Quantity of pages is irrelevant. A concise record with a traceable model may be stronger than a long narrative that hides the option comparison.

2.3 Review discipline

Review question	Adequate answer
What is asserted?	A claim tagged by type, scope, date and confidence.
What supports it?	A source, reproducible calculation, documented observation or transparent estimate.
What remains uncertain?	Named range, scenario, missing evidence or contested causal link.
What follows?	A consequence for the option, condition, pathway or decision.
Who can act?	A person or body with authority, resources and a review date.

3. Scope, lanes and triage

3.1 Decisions within scope

PITONS applies when government or a public body is considering a material choice about:

- policy, legislation, regulation, tax, fee, subsidy or public information;
- new or materially changed spending, programme, grant, transfer or service standard;
- capital, asset renewal, lease, disposal, guarantee, lending, PPP or contingent liability;

- digital systems, data matching, automated decision support or public-facing platforms;
- organisational change, shared service, outsourcing or a procurement that embodies a substantive policy decision;
- emergency action, recovery, temporary derogation or retrospective regularisation; or
- closure, decommissioning or continuation of a programme whose original case is no longer reliable.

3.2 Lanes

Lane	Use when	Minimum discipline	Independent challenge
Rapid	Low-consequence, reversible, familiar decision with contained exposure.	One-page core plus necessary schedules; explicit gates and owner.	Peer not involved in the proposal.
Standard	Material programme, regulation, service or investment with manageable uncertainty.	Full core record; proportionate economic, fiscal, delivery and evaluation analysis.	Independent reviewer or panel member.
Major / high consequence	Large, irreversible, rights-sensitive, safety-critical, nationally coupled, novel, long-lived or fiscally exposed decision.	Full record, specialist schedules, reference class, stress tests, assurance at staged commitments.	Named multidisciplinary panel independent of sponsor and delivery route.
Emergency	Immediate lawful action is required to protect life, safety, essential service or public order.	Minimum emergency record before action where possible; exposure cap, authority, safeguards, time limit, data capture and retrospective review.	Rapid legal/operational check and mandatory retrospective challenge.

3.3 Escalation triggers

Move to the higher lane if any one trigger is material, even when direct expenditure is small:

- credible threat to life, bodily integrity, livelihood, equality, privacy, property, due process or access to an essential service;
- irreversible environmental, land-use, heritage, legal, data or vendor commitment;
- dependence on a port, road, grid, water, telecoms, cloud, data or supplier node whose failure affects multiple services;
- borrowing, guarantee, PPP, foreign exchange, donor condition, large recurrent cost or contingent liability;
- novel technology, automated or high-volume decisions, weak data, contested causality, untested delivery organisation or thin market;
- long asset life, climate exposure, path dependence, high switching cost or narrow recovery window;
- distributional effects concentrated on a vulnerable group, community or place; or
- combined initiatives that share one objective, dependency, procurement, asset, data set or operating budget.

3.4 Anti-splitting

REQUIREMENT Related commitments must be aggregated for appraisal when they pursue one purpose, depend on one another, share a delivery or operating system, or form a foreseeable lifecycle. Procurement lots, budget years, agencies and funding sources do not by themselves make separate decisions.

3.5 Exemptions and departures

A lawful direction to act without a full prior appraisal does not erase the reasoning duty. The record states the authority, why delay was unacceptable, what minimum alternatives were considered, the exposure cap, safeguards, expiry, evidence preserved and the date and owner for retrospective appraisal. A departure from PITONS is approved by the named governance authority and published with the decision where lawful.

4. The living decision record

4.1 Record identity

The record receives a stable identifier at first framing. Each issue is versioned; superseded versions remain available. The core record links, but does not duplicate, models, legal opinions, designs, procurement records, contracts, data dictionaries, assurance reports, evaluation products and protected annexes.

4.2 Minimum core fields

Field	Name	Required content
1	Identity and status	Record ID, title, lane, sponsor, senior responsible owner, appraisal lead, version, dates, decision sought.
2	Objective boundary	Objective as set, setting authority, constraint, success threshold, conflict or ambiguity returned.
3	Problem and baseline	Affected population/place, condition, trend, counterfactual and public-action rationale.
4	Authority and law	Power, approval, appropriation, procurement, planning, rights, data and sector duties; legal verification owner.
5	Readiness map	Actors, incentives, capability, processes, data, market, dependencies, gaps and mitigations.
6	Options	Do-nothing/do-minimum, instrument families, feasible alternatives, longlist/shortlist criteria.
7	Consequences	Benefits, harms, costs, transfers, distribution, environment, fiscal and system effects across the lifecycle.
8	Uncertainty	Ranges, scenarios, assumptions, reference class, sensitivities, switching values and unknowns.
9	Recommendation	Preferred option, strongest rejected alternative, reasons, dissent and what would reverse the choice.

Field	Name	Required content
10	Delivery path	Stages, resources, owners, procurement, acceptance, maintenance, recovery, triggers and dependencies.
11	Gates and conditions	L/R/F outcome, evidence, owner, deadline and automatic consequence.
12	Evaluation	Theory, baseline, questions, measures, method, data ethics, timing and decision rules.
13	Decision	Authority, date, outcome, scope, financial limit, conditions and publication class.
14	Operation and change	Acceptance, incidents, variances, contract changes, maintenance, reviews and authorised pivots.
15	Learning and closure	Evaluation findings, management response, transfer, decommissioning, archived evidence and lessons adopted.

4.3 Publication layers

Layer	Purpose	Typical content
Internal pre-decision	Protect candid advice and lawful deliberation while preserving the full audit trail.	Complete core, models, options, draft legal/market/assurance material and dissent.
Public post-decision	Explain the objective, alternatives, evidence, consequences, decision and conditions.	Useful rationale, key models and assumptions, gate outcome, strongest rival, owners, milestones and evaluation plan.
Protected annex	Govern information that cannot lawfully or safely be published.	Personal data, privileged legal advice, security detail, protected commercial material. Each redaction records reason, authority, owner and review date.

5. P - Problem and public purpose

5.1 Start with a condition, not a solution

The problem statement describes a material condition experienced by a defined population, service, system or place. It gives scale, trend and distribution, distinguishes symptoms from causes and states what would happen over the relevant period without new action. ‘We need a new system’, ‘funding is available’ and ‘the building is old’ are solution cues, not complete problem statements.

5.2 Objective discipline

The objective is copied as set by the competent authority. The appraisal then tests whether it is:

- clear enough to distinguish success from activity;
- coherent with law, appropriations, public commitments and other objectives;
- bounded by time, population, place, service level or risk tolerance where those are material;

- achievable in principle without assuming the proposed instrument; and
- open to more than one credible route unless law or emergency necessity has already narrowed the route.

5.3 Baseline and counterfactual

The baseline is the observed starting position with date, source and known data limits. The counterfactual is the best-supported trajectory without the decision, including existing commitments, asset deterioration, demographic or climate trend, behavioural adaptation and capacity constraints. The counterfactual is not automatically ‘nothing happens’. The team preserves the original baseline even when later measurements improve it; revisions are versioned and reconciled.

5.4 Public-action rationale

The record explains why public action is justified and why the stated level of government or public body is positioned to act. Relevant rationales include externalities, public or merit goods, market power, coordination failure, information asymmetry, incomplete insurance, distributional commitments, rights and legal duties, macro-fiscal or resilience concerns. Naming a market failure does not prove that the proposed public intervention will work. Government failure, implementation cost and less intrusive instruments remain in the option set.

5.5 P completion test

P PROOF A reviewer can state who experiences what condition, compared with what baseline and credible counterfactual, which objective and authority govern the work, why public action may be justified, and which success and failure thresholds matter. If not, return to framing.

6. I - Intervention readiness

6.1 Map the receiving system

Readiness is not a generic organisational maturity score. It is the ability of named institutions, people, markets, processes, data and infrastructure to perform the actions required by a particular option. The team maps the environment before narrowing options, then repeats the analysis for each serious option.

Readiness domain	Questions	Evidence
Authority and accountability	Who may decide, spend, procure, regulate, hold data, accept and operate? Are duties compatible and escalation routes real?	Law, delegation, organogram, decision rights, previous cases.
People and capability	Which roles, shifts, specialisms and supervisors are required? Can they be recruited, retained, trained and authorised?	Workload, vacancy, payroll, competency, rostering and labour-market evidence.

Readiness domain	Questions	Evidence
Process and operations	What work enters, through which steps, at what rate and quality? Where are backlog, rework, bottleneck and hand-off failure?	Process observation, service data, queue and incident records.
Behaviour and legitimacy	Who must do what differently? What capability, opportunity, motivation, trust, burden, default, sanction, appeal or informal norm shapes action?	User/frontline research, administrative data, complaints, behavioural diagnosis.
Data and technology	What is the source of truth? Are identifiers, quality, interoperability, privacy, security, continuity and exit adequate?	Data profile, architecture, threat and privacy assessment, vendor terms.
Market and supply	Is there credible competition, local support, spares, logistics, contracting and performance verification?	Market engagement, reference procurements, supplier/port/logistics evidence.
Dependencies	Which power, water, roads, ports, telecoms, finance, land, permits and common nodes can delay or defeat the option?	Dependency map, outage/lead-time history, plans and tests.

6.2 Readiness response

A gap is not automatically a reason to reject an option. The record distinguishes a precondition from a capability that can be built during a reversible stage. It states the cost, lead time, owner and evidence for closing each gap. If the option assumes simultaneous institutional changes whose combined feasibility is untested, the pathway is redesigned into probes or modules.

6.3 I completion test

I PROOF For every credible option, the required actions, actors, authority, capacity, process, data, market and dependencies are named. Gaps have owners and lead times. No recommendation depends on a readiness assumption hidden in narrative.

7. T - Trade-offs and total consequences

7.1 Whole consequence frame

The team traces consequences from direct incidence through adaptation, propagation and inherited state. Direct effects are rarely the whole effect in a small, connected system. The record distinguishes resources consumed, transfers between people, cash paid, fiscal exposure, service potential, rights effects and environmental change. It states who bears each effect, when and under which option.

Layer	Question	Examples
O1 Direct incidence	What changes first, for whom and where?	Time, price, access, safety, income, service quality, land, privacy.
O2 Adaptation	How may users, firms, staff and suppliers respond?	Avoidance, substitution, gaming, compliance, informal workarounds, demand change.

Layer	Question	Examples
O3 Propagation	What passes through markets, households, networks and public systems?	Wages, rents, queues, congestion, supply chains, fiscal feedback, shared nodes.
O4 Inherited state	What condition, obligation or capability is left to the future?	Asset condition, debt, data, skills, environmental stock, vendor lock-in, institutional precedent.

7.2 Distribution and rights

Average net benefit does not answer who gains, who pays, who waits, who is exposed or who can appeal. The record disaggregates material effects by income or vulnerability, sex and gender where relevant, age, disability, geography, livelihood, digital access and other decision-relevant groups. Rights and legal safeguards are tested independently at Gate L; a monetised aggregate cannot cure an unlawful or disproportionate burden.

7.3 Lifecycle

Consequences include design, transition, construction, operation, staff, utilities, consumables, licences, security, maintenance, renewal, incident response, adaptation, decommissioning and residual effects. Time horizons reflect the longest material commitment, not the funding period. Material effects that cannot be monetised are measured physically, described with thresholds or retained in a transparent qualitative comparison.

7.4 T completion test

T PROOF For each serious option, the record shows material benefits, harms, resources, transfers, cash and fiscal exposure across time; incidence and rights; environmental and system effects; inherited state; and uncertainty. Unknowns remain visible.

8. O - Options under uncertainty

8.1 Generate before narrowing

The longlist begins with the objective and causal diagnosis, not the sponsor's preferred asset or procurement. It includes do-nothing where lawful and meaningful, do-minimum, repair or enforce existing arrangements, information, service/process redesign, regulatory, tax/price, grant, direct provision, partnership, digital and staged or adaptive combinations. The team records why a family was excluded.

8.2 Shortlisting

Shortlisting criteria are derived from the objective, legal floors, service thresholds, fiscal limits and material dependencies. Criteria are applied consistently. Feasibility screening must not eliminate a high-value option merely because the current institution is configured for the preferred one; the cost and time of building readiness are part of the comparison.

8.3 Strategic response

For rules, contracts, grants, tariffs and shared resources, the team asks what each actor will find advantageous under the actual information and enforcement system. It tests evasion, collusion, free-riding, adverse selection, moral hazard, gaming of measured targets and neglect of unmeasured tasks. It considers verification, appeal, sanctions, repeated relationships and power. Incentive compatibility does not establish fairness or legitimacy.

8.4 Robust and adaptive comparison

Where probabilities are weak or disputed, compare option performance across a small set of plausible, decision-relevant futures. State success and failure thresholds before reading the results. Identify vulnerabilities, switching values, initial action, deferred action, signposts, trigger authority, lead time, option cost, lock-in and recovery. A scenario is a coherent test, not a prediction.

8.5 Strongest rejected alternative

REQUIREMENT The recommendation must describe the strongest feasible alternative not selected, present its best case fairly and state the evidence, price, delay, capacity, risk or value judgment that keeps it second. The decision minute records what would reverse the ranking.

8.6 O completion test

O PROOF The option set is genuine, criteria are fair, strategic responses are tested, uncertainty changes the path where necessary, and the recommendation survives comparison with the strongest rejected alternative.

9. N - Navigation to functioning service

9.1 Commitment pathway

The recommendation is not permission to make every downstream commitment. N defines the next bounded commitment and the evidence required before the following one. A typical pathway is

prepare, probe, pilot, modular scale and institutionalise. Stage names may differ, but each stage has a purpose, exposure cap, acceptance test, owner, funding, trigger and recovery route.

9.2 Delivery chain

Element	Minimum specification
Decision and benefit owner	Who owns the public purpose and may resolve cross-agency conflict.
Senior responsible owner	One accountable person with authority and tenure suitable for the next stage.
Delivery and contract owner	Who plans, procures, controls change, verifies performance and manages suppliers.
Service and asset owner	Who accepts, staffs, operates, maintains, renews and decommissions.
Data and evaluation owner	Who preserves baseline, definitions, access, quality, ethics, analysis and response.
Resources	Appropriation and cash, staff, land, permits, data, technology, utilities, spares and management attention.
Acceptance	Observable service, safety, performance, usability, documentation, training, asset/register and defect criteria.
Recovery	Fallback service, incident authority, spare capacity, backups, manual route, supplier exit and tested restoration.

9.3 Procurement and contracting

Procurement begins after the substantive need, option and funding logic are sufficiently defined, but market evidence informs appraisal before then. The specification expresses outcomes and acceptance evidence without disguising uncertainty. Evaluation criteria, contract incentives and change control are aligned with the public value case. Contract transfer does not remove a risk that government still bears when the service is essential, the supplier is thinly capitalised, performance is hard to verify or failure is politically intolerable.

9.4 Functioning-service acceptance

REQUIREMENT An asset or system is not accepted merely because it was delivered or paid for. Acceptance demonstrates that the intended service works in the real operating environment, with users, staff, data, safety, support, maintenance, documentation, recovery and asset records in place.

9.5 N completion test

N PROOF The next commitment is bounded; all owners, resources, dependencies, acceptance tests, operating costs, maintenance, recovery routes, triggers and expiry dates are real and authorised. The pathway can stop or pivot without pretending sunk cost is value.

10. S - Scrutiny, evaluation and learning

10.1 Challenge before commitment

Scrutiny tests the problem frame, evidence, model, option generation, legal position, distribution, strategic response, delivery capacity, gates and publication. The reviewer is independent of the recommendation to a degree proportionate to consequence. Review comments and sponsor responses remain in the record; unresolved dissent goes to the decision maker.

10.2 Evaluation designed early

The record specifies a positive theory of how the option should work and a negative theory of how it may fail or displace harm. It preserves a baseline, identifies process, outcome, impact and value questions, selects a credible method, protects participants and data, and names the decision that each finding can change. Randomised designs are used only when ethical, feasible and decision-relevant; contribution, comparative, quasi-experimental, process and systems methods may be stronger in other settings.

10.3 Learning decision

Response	Use when	Authority must state
Adapt	Purpose remains sound but design, operation or safeguards need change.	Change, owner, effect on case, new test and version.
Scale	Evidence supports expansion and readiness exists for the larger system.	Population/place, resources, new dependencies, acceptance and next review.
Hold	Evidence is insufficient or a condition is temporarily unmet.	Exposure cap, evidence sought, expiry and fallback.
Stop	Gate failure, inferior value, harm, non-delivery or changed objective defeats continuation.	Authority, transition, liabilities, remedy, data and asset disposition.
Close	Purpose completed or service transferred/retired in an orderly way.	Benefits status, residual risks, records, assets, contracts and lesson adopted.

10.4 S completion test

S PROOF Challenge is visible; baseline and evaluation are decision-linked; publication is governed; and a named authority must respond to evidence. A report without a management decision is not a completed learning loop.

11. The L, R and F gates

11.1 Gate L - legality, rights and legitimacy

Gate L confirms lawful authority, decision procedure, finance and procurement route; planning, land, labour, safety, environmental, sector, data and equality requirements when triggered; rights safeguards; meaningful notice, participation or consultation where required or proportionate; accessible service and remedy; and an authentic live-text verification. It distinguishes legal advice from policy preference.

11.2 Gate R - resilience and system coupling

Gate R tests service continuity, safe failure and recovery across climate, disaster, cyber, supplier, finance, workforce and infrastructure shocks. It identifies common nodes and common-cause failure, minimum acceptable service, maximum tolerable outage, fallback, restoration sequence, dependencies, exercise evidence and recovery owner. Nominal redundancy sharing one road, grid feeder, cloud region, water source, supplier or skill is not independent resilience.

11.3 Gate F - future options, recovery and learning

Gate F tests whether commitments preserve real options. The record names exit rights, data and asset portability, modularity, termination and step-in arrangements, re-procurement, salvage, reversible pilots, signposts and trigger authority. It protects the ability to act later without making indefinite deferral costless.

11.4 Gate outcomes and conditions

Outcome	Use	Consequence
Pass	Evidence satisfies the gate for the next bounded commitment.	Proceed within authorised scope.
Pass with conditions	A remediable gap can be controlled during the next stage.	Proceed only while condition is met; failure triggers the recorded consequence.
Return for redesign	The route can plausibly be repaired but is not decision-ready.	No further irreversible commitment until re-presented.
Stop	No lawful or tolerable route exists within the objective and constraints.	Close or reformulate through competent authority.

CONDITION OBJECT Every condition states the gate, requirement, owner, authority, due date or trigger, evidence, status, expiry, automatic consequence, escalation route and public reporting treatment. ‘Subject to further work’ is not a condition.

12. Recommendation, decision and conformance

12.1 Advice

The appraisal lead signs an advice statement that the record is complete for the lane, material claims are tagged, models are reproducible, options were fairly compared, disagreements are visible and legal verification is current. The statement does not transfer the decision maker's responsibility.

12.2 Decision minute

The competent authority records the objective, option chosen, strongest rejected alternative, reasons, financial and legal authority, scope of the next commitment, gates, conditions, dissent considered, publication decision, next review and what evidence would cause reconsideration. A decision that departs from the appraisal says why.

12.3 Minimum conformance

A record conforms to PITONS for its declared lane only if:

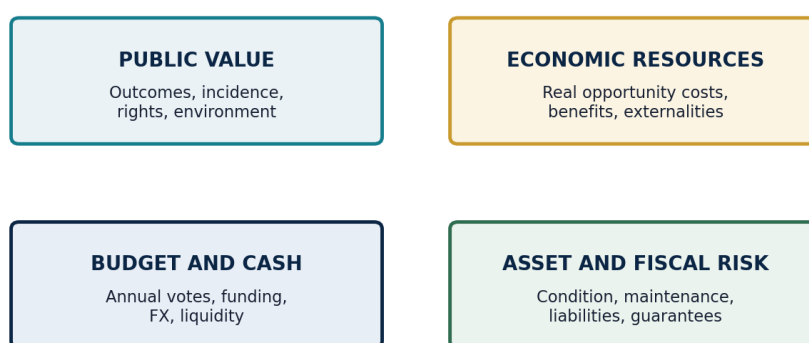
- its stable ID, version, lane, decision and owners are complete;
- all six proof obligations are answered, with proportionate evidence;
- Gate L, Gate R and Gate F each have an explicit outcome;
- the do-minimum and strongest rejected alternative are visible;
- facts, calculations, inferences, estimates, reports, proposals and unknowns are distinguished;
- the next commitment, acceptance, operating model, maintenance, recovery and evaluation are specified;
- conditions are machine-readable in principle and have automatic consequences;
- material dissent and departures are visible to the decision maker; and
- a public layer and protected-annex decision are recorded.

CONFORMANCE IS NOT APPROVAL A conforming record may recommend stop, and a lawful decision maker may reject its recommendation. Conformance means that the reasoning and decision are visible and testable. It does not certify legality, engineering safety, audit compliance or policy merit.

Part II. Methods for public value and decision quality

Use the least elaborate method that can change the decision, but no less. This Part keeps distinct the questions answered by economics, finance, accounting, distribution, behaviour, systems, resilience and evaluation. It supplies an interim parameter protocol without pretending that an official Saint Lucia parameter book already exists.

ONE DECISION, FOUR RECONCILED VIEWS



No single ledger can substitute for the others. A project can be affordable but poor value, valuable but unfunded, or built but unmaintainable.

Figure 3. Reconciliation prevents cash, financing, economic value and service obligations from being mistaken for one another.

Methods manual: value, finance, people, systems and uncertainty

Purpose and rule of use

These methods help an appraisal team give objective, evidence-based and impartial advice on how best to achieve an objective set by lawful decision makers. They do not set that objective, determine political priorities or replace the authority of Cabinet, Parliament, a Minister, an Accounting Officer, a regulator or any other competent body. If an objective is unlawful, internally contradictory, materially vague or impossible within the stated constraints, the team must return it to the setting authority. It must not silently rewrite the objective.

The methods are a set, not a menu of competing schools. Public economics asks whether action creates public value. Accounting and finance ask when cash is needed, what remains on the balance sheet and who carries fiscal exposure. Distributional analysis asks who experiences the consequences. Behavioural and strategic analysis ask how people will respond to the real rule. Systems analysis asks what else the intervention depends on or changes. Resilience and uncertainty analysis ask how it performs when

conditions depart from the central forecast. Each view answers a different question and must remain visible.

In this methods manual:

- **must** states a requirement for a conforming PITONS record;
- **should** states the expected practice unless a recorded reason justifies departure; and
- **may** identifies a useful method whose value depends on the case.

The appraisal team must apply the methods in proportion to consequences, not cost alone. Rights sensitivity, irreversibility, novelty, climate exposure, system coupling, contingent liabilities, weak evidence and severe failure consequences may move a modestly priced proposal into the major or high-consequence lane. Unknown does not mean zero, and a missing monetary estimate does not mean a missing consequence.

Every recommendation must keep at least seven judgments separate:

1. how well each option advances the stated objective;
2. whether the legality, rights and legitimacy gate is passed;
3. the net use of social and economic resources;
4. the distribution of benefits, costs, risk and voice;
5. annual cash affordability and wider fiscal exposure;
6. delivery, operation, resilience and recovery; and
7. uncertainty, reversibility and learning value.

There is no composite PITONS score. A favourable net present value or benefit-cost ratio cannot cure an unlawful option, an unacceptable rights impact, an unaffordable cash profile or a catastrophic single point of failure.

13. Economic and public value appraisal

13.1 The question economic appraisal answers

Economic appraisal compares the consequences of genuine options for Saint Lucia as a whole. It uses opportunity cost: the value of resources in their best realistic alternative use. It is not a project promoter's financial return, a financing plan or a count of money spent locally. Its purpose is to show whether an option is expected to produce sufficient public value for the resources and options it consumes, while leaving non-monetised, distributional and rights consequences visible.

The appraisal must begin with the decision question, stated objective, affected population, system boundary and counterfactual. The counterfactual is the best evidence-based account of what would happen without the proposed intervention. It is normally business as usual or a lawful do-minimum that

includes already committed actions, foreseeable deterioration and realistic behavioural response. It must not be an artificial collapse scenario constructed to make the preferred option look necessary.

The team must preserve the original baseline and record every later correction. Changing the baseline after seeing results without a version history destroys accountability.

13.2 A fair option set

The longlist should compare different mechanisms, not only different sizes of the same favoured solution. Depending on the objective, the option set should consider:

- no new action or a lawful do-minimum;
- information, guidance or disclosure;
- a change in an existing service or operating rule;
- regulation, enforcement or a standards-based approach;
- a tax, fee, subsidy, grant, guarantee or other economic instrument;
- direct public provision, contracted provision or a partnership;
- a digital, organisational, capital or nature-based intervention;
- a small probe, modular pathway or time-limited measure; and
- regional cooperation, pooled procurement, mutual aid or shared specialist capacity.

At least one credible non-preferred option must survive to full comparison. The final record must identify the strongest rejected alternative, state its genuine advantages and explain the decisive trade-off. An option cannot be removed merely because it challenges an announced solution, uses a different instrument or requires another institution to lead.

13.3 Consequence account

For each option, the team must record all material consequences before deciding which can be monetised. The consequence account should distinguish:

- additional output or outcome from activity that would occur anyway;
- direct and indirect effects;
- short, medium and long-term effects;
- resources used from transfers between people or public bodies;
- benefits from avoided harms;
- displacement to another place, group, time or programme;
- substitution between activities;
- leakage outside the intended population or Saint Lucian economy;
- external effects on people not party to the transaction;
- implementation, compliance and administrative burden;

- option value, lock-in and residual or decommissioning effects; and
- positive and negative effects on future institutional capability.

The team must guard against double counting. For example, higher earnings, additional output and a monetised employment benefit may describe the same underlying gain. The record must show the causal chain and identify which measure enters the total.

Sunk costs are excluded from the forward comparison because they cannot be recovered by the present decision. They should still be disclosed where they explain the inherited state, the cost of stopping or an accountability issue. Committed but avoidable future costs are not sunk.

13.4 Choice of economic method

Method	Use when	Minimum output	Important limit
Cost-effectiveness analysis	Options pursue substantially the same measurable outcome	Cost per unit of outcome, scale and quality; uncertainty; distribution	A common output measure can hide differences in service quality, access or durability
Cost-benefit analysis	Material benefits and costs can be credibly expressed in a common monetary unit	Annual streams, real NPV, incremental NPV and BCR where informative, ranges and switching values	Monetisation is incomplete and does not establish legality, fairness or affordability
Cost-consequence analysis	Effects use several measures or monetisation would be forced	A structured consequence table with direction, magnitude, incidence, evidence quality and uncertainty	The trade-off must still be made explicitly; a long list is not analysis
Break-even analysis	A decisive benefit is uncertain or unvalued	Required benefit, uptake, avoided loss or unit value for the option to be worthwhile	Plausibility must be tested against evidence rather than left as an algebraic answer
Multi-criteria deliberation without a composite score	Legitimate objectives are plural and partly non-monetary	Separate criterion findings, reasons, thresholds, dissent and decisive trade-off	Weights and ratings can create false precision and conceal compensation across rights or viability floors

The principal comparison is incremental: what changes when one option is selected instead of the next best alternative. Average benefit-cost ratios can mislead when options differ in scale. Where options are mutually exclusive, the appraisal should show incremental costs and benefits and explain which extra commitment is justified.

13.5 Monetary valuation hierarchy

The team should use the least speculative method that answers the decision. The preferred hierarchy is:

1. observed Saint Lucian market or administrative evidence adjusted for distortions that are material to the decision;
2. local revealed-preference or stated-preference research of adequate quality;

3. a transparent local shadow-value calculation;
4. a transferable OECS or Caribbean estimate, adjusted and tested;
5. an international estimate with a documented benefit-transfer method; and
6. a non-monetary measure, range or break-even value where transfer would be misleading.

Every transferred value must state its original jurisdiction, population, year, unit, price basis, method, exchange or purchasing-power adjustment, reason for transfer and sensitivity range. A familiar value is not automatically a relevant value.

Constitutional rights, due process, dignity, non-discrimination within the applicable law, minimum service obligations and catastrophic or irreversible loss must not be priced away. Monetisation may illuminate the scale of a consequence. It does not convert a legal or ethical floor into an ordinary tradeable benefit.

13.6 Resource costs, taxes and transfers

Economic, cash and fiscal treatments must not be mixed.

- A wage paid by Government is a cash outflow. In the economic account the relevant cost is the opportunity cost of the labour, not automatically the gross wage.
- A tax or fee is usually a transfer between actors in the national economic account. Its collection cost, compliance burden, distortion, distribution and any flow across the national boundary remain real consequences.
- A loan or grant finances activity. It is not an economic benefit equal to the amount received. Conditions, fees, counterpart funding, foreign exchange exposure and future recurrent obligations must be recorded.
- The purchase price of imported equipment is a cash cost. The economic account must also consider freight, taxes or duties treated as transfers, foreign exchange use, local handling, maintenance, spares and residual value without double counting.
- Employment is not automatically an additional social benefit equal to payroll. The appraisal must identify displaced employment, otherwise unused labour or skills, training effects and the output produced.

13.7 Present values and decision metrics

For an annual real net benefit NB_t , appraisal horizon T and real social discount rate r :

$$NPV = \sum_{t=0}^T \frac{NB_t}{(1+r)^t}$$

The benefit-cost ratio is the present value of monetised benefits divided by the present value of monetised costs. It must never be presented without the NPV, scale of commitment, non-monetised consequences, distribution, affordability and sensitivity. A high ratio on a small option may create less total public value than a larger affordable option; a positive NPV may still fail a gate.

All appraisals must also display the undiscounted annual streams. Discounting changes the time weight of consequences; it must not make future physical harm, minimum service failure or rights impacts disappear from view.

14. Distribution, rights and procedural legitimacy

14.1 Incidence is a core account

An aggregate net benefit can coexist with severe harm to a particular group, community or generation. Every appraisal must therefore answer four separate questions: who benefits, who pays, who bears risk and who has an effective voice in design, remedy and review.

The incidence table must identify affected groups using dimensions that matter to the intervention. These may include income or consumption position, community and geography, age, sex or gender, disability, household type, employment status, sector, language and literacy, digital access, transport access, tenure, exposure to hazards and future generations. This policy analysis must not be misrepresented as a statement that every dimension is a separate constitutional ground or statutory duty. The legal and rights analysis must cite the actual applicable law for the specific decision.

For each group, show:

Field	Required question
Baseline	What outcome, burden, exposure or access does the group experience under BAU?
Benefit	What improves, when, by how much and through which mechanism?
Cost and burden	What money, time, travel, paperwork, privacy loss, displacement or compliance is imposed?
Risk	What can fail, who is exposed first and who can recover least easily?
Voice and remedy	How can the group shape design, challenge an error or obtain correction?
Evidence	Is the finding measured, reported, inferred, estimated or unresolved?

The analysis must include indirect and inherited-state effects. A service that is free at the point of use may still exclude a person through transport cost, required documents, wait time, device access, language, opening hours or fear of retaliation. A capital project may transfer maintenance and recovery burdens to future budgets or communities.

14.2 Distribution in the economic account

The primary presentation should show unweighted aggregate values alongside disaggregated quantities and incidence. If a competent authority has not issued distributional weights for Saint Lucia, the team must not import or invent them. A sensitivity may show how alternative explicit value judgments affect a decision, but it must be labelled as a scenario rather than an official weight.

Where monetisation is not credible, use natural units and thresholds: households with reliable service, minutes of waiting avoided, days of minimum service after a hazard, injuries avoided, hectares affected, complaints resolved, or people requiring an assisted channel. Do not convert ordinal ratings into currency simply to complete a spreadsheet.

14.3 Rights and legitimacy gate

The Legality, rights and legitimacy gate is non-compensatory. The record must identify, for the actual option and implementation route:

- legal authority and decision maker;
- appropriation, delegation and procurement authority;
- property, licence, permit and environmental requirements where triggered;
- due process, notice, reasons, hearing, appeal and enforcement safeguards;
- privacy, data access, security and records obligations where applicable;
- accessibility and practical access to the service or remedy;
- consultation or participation required by law and additional engagement needed for a legitimate decision; and
- unresolved advice, litigation risk or commencement uncertainty.

The finding must cite operative text and be verified by appropriate legal or specialist advice when material. PITONS does not create a power, cure a defective delegation or substitute for legal advice.

Procedural legitimacy is wider than holding a meeting. The record should state who was invited, who participated, who did not, what information was provided, what methods were accessible, what conflicts or power imbalances existed, what was heard and what changed. A public summary should explain the response to material representations, including reasons for disagreement.

15. Fiscal, financial, accounting and asset analysis

15.1 Four views, reconciled but not collapsed

Every spending option must maintain four connected views:

1. **Public value and resource account:** the social and economic consequences for Saint Lucia, including non-market effects.
2. **Cash and budget account:** annual receipts and payments by vote, programme, funding source and responsible entity.
3. **Balance-sheet and fiscal-risk account:** assets, liabilities, guarantees, contingent obligations, arrears, foreign exchange and potential essential-service rescue exposure.
4. **Non-monetary consequence and viability ledger:** distribution, rights, service levels, resilience, environmental thresholds, institutional capacity and unresolved unknowns.

The same underlying item must be traceable across the accounts, but the totals must not be combined. A transfer can be neutral in the national resource account while being unaffordable to a household or spending agency. Depreciation can matter to asset stewardship without being a cash payment in that year. Borrowing can close a financing gap while increasing debt service and foreign exchange risk.

15.2 Whole-life cash and affordability

The cash schedule must cover the full decision horizon and show, by year where material:

- design, land, permissions, procurement and mobilisation;
- construction, acquisition, migration and transition;
- staffing, utilities, licences, connectivity, security and consumables;
- routine and major maintenance, inspections, calibration and spares;
- contract management, audit, complaints, data and evaluation;
- renewal, replacement, decommissioning, restoration and disposal;
- taxes, duties and transfers shown consistently;
- contingencies and management reserves without double counting risk; and
- receipts, fees, grants, loan drawdowns, counterpart funding and residual value.

Costs must be shown in constant prices for economic comparison and in nominal cash for budgeting. The base year, inflation method and conversion must be explicit. A real social discount rate is not an inflation assumption. A financing interest rate or weighted average cost of capital is not a social discount rate.

Affordability means more than total funding announced. The record must identify the legal budget route, timing of appropriation, cash ceiling, disbursement conditions, recurrent budget owner, competing portfolio commitments and credible funding for operation and maintenance. A capital grant that creates an unfunded recurrent service is not affordable merely because construction is financed.

15.3 Assets and service potential

An asset is justified by the service potential it enables, not by completion of construction or delivery of equipment. The record must name the asset owner, operating owner, maintenance owner, data owner and budget owner, with authority and acceptance responsibilities.

For each material asset, show expected service life, utilisation, condition assumptions, maintenance strategy, critical spares, renewal point, residual value, decommissioning obligation and dependencies. Asset lives and maintenance ratios must come from manufacturer, engineering, local condition or comparable asset evidence. There is no blanket PITONS default.

Depreciation is an accounting allocation and may help explain consumption of service potential. It does not replace an engineering condition assessment, a renewal forecast or a funded maintenance plan. A zero book value does not mean an asset has no service potential, and a positive book value does not prove operability.

Acceptance criteria must test the functioning service under credible operating conditions. Payment for an asset or system should be linked, where lawful and appropriate, to verified outputs, quality, documentation, training, security, interoperability and readiness for operation, not only physical delivery.

15.4 Fiscal risks and contractual claims

The fiscal-risk account must expand when an option involves a guarantee, PPP, state-owned enterprise, donor condition, foreign currency, indexed payment, revenue floor, termination payment or an essential service that Government may have to rescue. It should identify:

- the event that creates payment or support;
- maximum legal exposure and a realistic range of economic exposure;
- timing, currency, indexation and refinancing sensitivity;
- demand, revenue, construction, availability and performance risks;
- interaction among Government entities and possible consolidation;
- termination, step-in, force majeure and renegotiation provisions;
- monitoring information and audit rights; and
- who has authority and fiscal space to respond.

Contract language does not transfer a risk if the counterparty cannot bear it, Government cannot verify performance or interruption of an essential service makes enforcement implausible. The appraisal must show the residual public exposure after the proposed allocation. For complex PPPs or guarantees, a structured fiscal-risk model such as PFRAM may support, but not replace, the legal, affordability and service analysis [R30].

15.5 Reconciliation and assurance

Before approval, the economist, finance lead, accountant, procurement lead and operating owner should reconcile quantities, dates, price basis, exchange rates, tax treatment, funding assumptions and asset scope. Any difference that remains must be named and explained. The record must never hide a mismatch by forcing unlike totals to agree.

16. Strategic response, incentives and mechanism design

16.1 Appraise the rule people will face

Policies operate through choices made by households, firms, officials, suppliers, regulated entities and organised interests. Strategic analysis asks what each actor can observe, do, gain, lose, conceal or delay under the actual rule. It is required when behaviour can alter eligibility, price, quality, enforcement, reported performance, competition, use of a shared resource or the success of a contract.

The team must distinguish stated intention from induced behaviour. A grant designed to reward output may induce easy cases, inflated counts or reclassification. A response-time target may reduce measured waits by refusing complex cases. A price cap may protect current users but deter supply or shift charges elsewhere. A tender may appear competitive while its lot size, information requirements or short bid period exclude capable smaller suppliers.

16.2 Actor and incentive map

For each actor with material influence, the record should show:

Question	Required analysis
Role and action	What can this actor choose, block, delay, report or delegate?
Information	What does the actor know that Government or another actor does not? What can be verified and at what cost?
Interest	What money, time, status, risk, mission or political incentive follows from each action?
Interaction	Who moves first, who can coordinate, and is repeated interaction likely?
Manipulation	How can eligibility, quality, demand, metrics, price or identity be gamed?
Power and exit	Who can refuse, appeal, switch supplier, retaliate or impose costs on others?
Safeguard	What verification, appeal, sanction, counter-metric, transparency or redesign changes the incentive?

The map must include implementers and overseers, not only intended users. Officials respond to workload, targets, discretion and accountability. Suppliers respond to payment terms, contract variation, enforcement credibility and future market access. Political and institutional actors may have incentives to accelerate visible construction while deferring maintenance or difficult service reform.

16.3 Tests for a workable rule

For a grant, tariff, procurement, regulation, licence, contract, target or shared-resource rule, the team should test:

- **Participation:** Can the people or firms needed for success take part on acceptable terms? Who is excluded by fixed cost, paperwork, size, location or risk?
- **Incentive compatibility:** Is the desired action in the actor's interest when others respond, or does compliance depend on continuous goodwill?
- **Verifiability:** Can the material output, quality or condition be observed and evidenced without disproportionate cost or intrusion?
- **Budget feasibility:** Can expected and adverse-case payments be afforded, administered and controlled?
- **Market structure:** Are there enough genuinely independent suppliers or counterparties? Does the rule create a future monopoly or bottleneck?
- **Robustness:** How does the arrangement behave under collusion, concealment, strategic delay, low capacity, weak enforcement or turnover?
- **Fair process:** Are reasons, notice, appeal, remedy and conflicts of interest handled credibly?
- **Exit and adaptation:** Can Government and users change course without losing essential data, service, assets or bargaining power?

Incentive compatibility does not establish justice, public value or legality. A highly effective mechanism can still distribute burdens unfairly or exploit a power imbalance. Gate L remains separate.

16.4 Multi-tasking and metric gaming

When an agent performs several important tasks and only some are measured, strong rewards on the measured task can reduce attention to unmeasured quality, safety or equity [R24]. Every performance regime must therefore pair speed or volume metrics with counter-metrics for quality, safety, access, rework and complaints. The record should state what workers or suppliers might rationally neglect to improve the headline measure.

Useful safeguards include independent sample verification, file audits, transparent eligibility rules, staged payments, separation of assessment and appeal, protection for reporting, credible sanctions, minimum quality floors and periodic rotation or recompetition. More monitoring is not automatically better: it can impose cost, encourage compliance theatre and move activity into unobserved channels.

16.5 Collective action and common resources

Where success depends on shared maintenance, community restraint, pooled information or management of a common resource, the team should examine whether users have clear boundaries, legitimate participation in rules, proportionate monitoring, graduated response, accessible conflict resolution and authority nested with wider institutions. These principles, associated with institutional analysis of commons governance [R25], are prompts rather than a universal template. They do not remove the need to examine local power, history and law.

17. Behaviour, administrative burden and public interaction

17.1 Specify behaviour, not an audience label

Behavioural analysis begins with a named actor and an observable action in a defined setting. “Increase awareness” is not a behavioural objective. “Eligible household submits a complete application through an accessible channel before the deadline” is testable. “Inspector records the risk class and schedules required follow-up within the authorised time” identifies the frontline action on which the service depends.

For each critical behaviour, the appraisal should diagnose:

- **Capability:** knowledge, literacy, skill, memory, physical ability and understanding of the process;
- **Opportunity:** time, money, transport, device, connectivity, documents, social support, opening hours, institutional permission and environmental conditions; and
- **Motivation:** beliefs, trust, perceived benefit, fear, habit, identity, incentives, social norms and anticipated response.

This COM-B framing [R26] is a diagnostic prompt. It does not prove causation. Evidence should come from local observation, administrative data, interviews, complaints, user research and properly designed trials where proportionate.

17.2 Friction and administrative burden audit

The team must walk the whole user and staff journey, including failure and appeal. Record every step, form, document, signature, office visit, hand-off, queue, fee, data field, deadline and communication. For each, ask whether it is legally required, operationally necessary, duplicated, inaccessible or a response to a risk that can be controlled another way.

The burden account should include:

- money paid and income foregone;
- travel distance, waiting and repeat visits;

- device, data and connectivity needs;
- reading level, language and disability access;
- document acquisition and identity errors;
- privacy, stigma, retaliation or enforcement fears;
- uncertainty about status, reasons and next steps;
- staff re-entry, reconciliation and exception handling; and
- the assisted, offline and appeal routes.

A nominally digital service is not accessible if the underlying rule, data ownership or manual process is unresolved. Digitising a broken sequence can increase exclusion and make errors harder to contest.

17.3 Structural conditions before nudges

Information, reminders, defaults and simplification may improve a feasible service. They cannot create missing transport, legal authority, staff, cash, documents, internet access or trust. The team must first test whether the required behaviour is possible and safe. A behavioural intervention should be rejected or redesigned if it shifts a structural burden onto the person least able to carry it.

Defaults require particular care. The record must show who benefits, who may be enrolled or disclosed without meaningful understanding, how easy it is to opt out, and whether the default is lawful and ethically defensible. Behavioural methods must not be used to manipulate consent, conceal material consequences or weaken rights of review. The OECD BASIC toolkit provides a useful ethical and testing discipline [R27].

17.4 Forecasting human action

Project teams often underestimate time and cost by imagining their own plan from the inside.

Behavioural forecasting must therefore use the outside view: completed comparable cases, observed completion rates, actual queue data and implementation failures [R28-R29]. Consultation intentions, survey responses and pilot behaviour should not be assumed to transfer unchanged to national scale.

Where behaviour is decision-critical and evidence is weak, stage the commitment. Define the smallest credible test, eligible population, safeguards, measurement period, adverse-event rule and next decision. Report non-participation, drop-out, gaming, complaints and subgroup effects, not only average uptake.

18. Systems, resilience and service continuity

18.1 Begin with the functioning service

Systems analysis starts from the service that people must receive, not the asset, organisation chart or software to be purchased. The record must define the service boundary, users, minimum acceptable service, critical functions, interfaces, resources, external dependencies and owner of recovery.

Boundary choice is itself a decision. A water asset boundary that excludes power, access roads, treatment chemicals, operator skills and household distribution can make an option look resilient when the service is not. A digital portal boundary that excludes source records, manual review, identity, connectivity, cyber response and vendor exit can hide the true system.

18.2 Dependency and failure analysis

For every critical function, identify:

- upstream inputs and service providers;
- power, water, telecommunications, cloud, transport, port and road dependencies;
- land, permits, data, staff, laboratories, consumables, fuel and spares;
- shared suppliers, specialists or physical routes;
- detection of failure and time to respond;
- fallback mode and the dependencies of that fallback;
- acceptable downtime and minimum service during disruption;
- restoration sequence, recovery time and responsible owner; and
- the condition inherited after operation, failure or closure.

Nominal redundancy is not resilience if both alternatives depend on the same substation, road, cloud tenancy, vendor, data source, specialist or spare. The appraisal must identify common-cause failure and test the independence of fallbacks.

Where reliable probabilities are not available, use credible failure modes and stress conditions without inventing likelihoods. A table of severity, exposure, detectability, response and recovery can support judgment. Multiplying subjective ordinal ratings into a risk priority number does not turn them into data.

18.3 RIPPLE-4 consequence trace

For material system decisions, the consequence account should run four passes:

1. **O1 direct incidence:** the immediate benefits, burdens and risks for affected people, Government, firms and the environment.

2. **O2 adaptation:** how those actors may comply, avoid, substitute, conceal, innovate, retaliate or change demand.
3. **O3 propagation:** how effects travel through suppliers, households, agencies, infrastructure, budgets, markets and shared capacities.
4. **O4 inherited state:** the assets, liabilities, capability, data, trust, lock-in, environmental condition and future options left after success, failure or closure.

The passes prevent a first-order benefit from concealing a second-order response or a long-lived institutional burden. They are not a scoring formula. Material findings return to the option design, cash plan, gate R and adaptive pathway.

18.4 Resilience specification

Resilience must be expressed as a service requirement. The record should specify:

- minimum service and priority users under each relevant disruption;
- maximum tolerable interruption or backlog;
- safe degraded mode;
- recovery sequence and target time;
- staff, equipment, data, funding and authority for response;
- alternate suppliers, routes and mutual-aid arrangements;
- tests, exercises and acceptance evidence; and
- residual risk requiring explicit acceptance.

The Resilience and system coupling gate is passed only when critical dependencies and recovery arrangements are credible for the consequence at stake. A plan that merely promises business continuity without owners, tested fallbacks or available resources should be returned for redesign. International resilience and systems-engineering guides provide methods, but local hazard, network and operating evidence controls the Saint Lucian finding [R18-R19, R34-R35].

19. Climate, disaster and small-island conditions

19.1 Trigger

Climate, disaster and SIDS analysis is mandatory when an option is long-lived, location-sensitive, essential to service continuity, emissions-intensive, dependent on imports or foreign currency, exposed to natural hazards, reliant on scarce skills or likely to shape future land use or vulnerability. The depth of analysis follows the consequences and life of the commitment.

The team must assess both how climate and hazards affect the option and how the option affects emissions, ecosystems, exposure and adaptive capacity. A generic statement that a project is “climate resilient” is not evidence.

19.2 SIDS stress-test

Exposure	Required test
Multi-hazard and climate	Which hazard intensities and combinations threaten minimum service? What fails together, for how long, and under which future climate conditions?
Imports, freight and currency	Which equipment, fuel, chemicals, food, digital services, debt payments or spares depend on external supply, freight or non-USD currency? What substitutes or reserves exist?
Thin markets and suppliers	Is competition credible? Can one firm, vendor or specialist become a national bottleneck? What happens at exit, insolvency or regional surge demand?
Scarce public capability	Which staff and vehicles are shared across programmes and disaster response? What workload, absence, turnover and surge can the design withstand?
Coupled infrastructure	Does failure of electricity, water, telecommunications, port, airport, road or data disable both the service and its fallback?
External finance	What donor conditions, disbursement timing, procurement rules, counterpart funding, currency and recurrent obligations remain with Saint Lucia?
Tourism and revenue volatility	What happens to demand, revenue, affordability and vulnerable groups under severe tourism, commodity or macroeconomic shocks?
Regional options	Can OECS or Caribbean procurement, reserves, regulation, laboratories, training, data or mutual aid improve quality, redundancy or bargaining power?

The Eastern Caribbean dollar’s fixed rate of XCD 2.70 to USD 1 is an official monetary arrangement, not a reason to omit currency analysis. Non-USD purchases, freight, global price shocks, interest rates, supplier credit and the sustainability of foreign-currency cash needs may still be material. The record must identify the transaction currency and stress the variables that can change.

19.3 Climate appraisal

Climate analysis should use physical measures first: people or assets exposed, expected service interruption under specified conditions, water availability, energy use, hectares affected, tonnes of carbon dioxide equivalent and recovery time. Monetary values, where used, supplement rather than replace these measures.

The appraisal should compare:

- baseline climate and hazard exposure over the asset or policy life;
- plausible warmer, drier, wetter, sea-level or extreme-event conditions relevant to the location and service;
- adaptation options, including demand management, siting, standards, redundancy, nature-based measures, modularity and retreat where relevant;
- mitigation effects across construction, operation, supply chain and end of life;
- maladaptation, lock-in and transfer of risk to another community or system;
- residual risk and the authority, resources and trigger for future adaptation; and
- consistency of the selected option with applicable national and sector plans, law and financing conditions, verified for current status.

Scenario choice, models and downscaling limitations must be disclosed. Precise local damage probabilities should not be inferred from coarse climate projections without a defensible method. For deep uncertainty, test whether the option performs acceptably across futures and whether an adaptive pathway preserves later choices [R07, R10, R14, R36].

Carbon analysis must always report physical tonnes of CO₂e, system boundary and timing. Until a competent Saint Lucian authority issues a value, any monetary carbon value must come from an identified authority or financing institution and include a transfer note, price year, currency, emissions coverage and sensitivity. The World Bank's 2024 shadow-price guidance may be a source where relevant to a World Bank or comparable appraisal; it is not a Saint Lucia default.

20. Risk, uncertainty and adaptive choice

20.1 Different kinds of not knowing

The record must not compress all uncertainty into one red-amber-green rating. It should distinguish:

- **measurement uncertainty:** the current value is imperfectly observed;
- **parameter uncertainty:** a model input is not known precisely;
- **forecast uncertainty:** future demand, cost, behaviour or delivery may differ;
- **model uncertainty:** several causal structures or models are plausible;
- **ambiguity:** evidence supports competing interpretations;
- **deep uncertainty:** actors cannot agree on probabilities, models or future values; and
- **ignorance:** a material consequence or pathway may not yet be recognised.

The response depends on the type. Better measurement may reduce measurement uncertainty. More decimal places do not resolve model disagreement. A reversible probe may be better than a large study when action itself can produce safe and decision-relevant evidence.

20.2 Minimum uncertainty presentation

Every material forecast must show its source, base date, central assumption, plausible range and decision consequence. The record must state what would make the recommendation wrong. Use the following tools deliberately:

Tool	Use when	Required presentation
Range	Quantity, cost, time or uptake varies	Low, central and high values or an observed distribution; explain whether these are scenarios, percentiles or judgment
Sensitivity	One or more inputs affect results	Change one or several inputs transparently; retain non-monetised findings
Switching value	A value may reverse the decision	The value at which the preferred option changes and evidence on whether it is plausible
Scenario	Several coherent conditions change together	Narrative and quantitative assumptions, objective-specific results and failure conditions; do not assign probabilities without evidence
Stress test	Severe but credible conditions matter	The condition under which minimum service, affordability, legality or viability fails and the required safeguard
Reference class	Cost, time, demand, benefit or failure forecasts are prone to an inside view	Comparable set, selection rule, observed distribution, adjustment and transfer caveat
Adaptive pathway	The commitment is long-lived or irreversible and learning can change later action	Initial action, deferred choices, signposts, trigger, lead time, pivot authority, option cost and lock-in
Value-of-information test	Further evidence has a cost or delay	Whether the evidence could change the choice, what decision it informs and whether safe staging can produce it

Expected values may be useful where probabilities and consequences are defensible. They must not average away a legal floor, an unacceptable catastrophic outcome or a minimum service threshold. A low-probability estimate with extreme consequences must remain visible as a tail or stress condition.

Monte Carlo or probabilistic analysis may be used for major cases when input distributions, dependencies and correlations can be justified. The model card must show those choices and validation. A simulation built from unsupported distributions produces precise-looking speculation.

20.3 Risk ownership and action

Each material risk must have a cause, event, consequence, exposed group or service, early indicator, preventive action, contingency, owner, due date and escalation rule. “Monitor” is not a treatment unless it names the information, frequency, threshold, receiver and action. “Transfer” is not a treatment unless legal and financial analysis shows another party can and will bear the exposure.

The team should conduct a pre-mortem: assume that the option failed or caused harm and ask what most plausibly happened. It should also identify evidence that contradicts the preferred narrative and the strongest reason to choose the leading alternative. Dissent must be preserved in the record with the evidence that would resolve it.

20.4 Adaptive pathways and sovereign option value

When uncertainty is deep and commitments are difficult to reverse, compare pathways rather than fixed end-states. A conforming pathway record must specify:

- the mission and non-negotiable legality, rights, affordability and resilience boundaries;
- the smallest initial action that can deliver or test something of public value;
- what decisions and capacity are deliberately deferred;
- the signposts to observe and their data owner;
- thresholds that trigger scale, hold, redesign, pivot or stop;
- the lead time and pre-positioned authority, funding, contract or design needed to act at the trigger;
- the cost of preserving the option and the lock-in created by acting or waiting;
- exposure caps, expiry and safe fallback; and
- the date and authority for the next decision.

Flexibility is not a vague promise to revisit. It exists only if the design, contract, data, budget and governance preserve a feasible alternative. Staging that merely postpones maintenance, rights safeguards or a necessary hard choice is not adaptive management.

21. Parameter protocol

21.1 Governing principle

Saint Lucia should own the authority, evidence and revision of the parameters used in public appraisal. This edition does not claim that a national social discount rate, carbon value, value of statistical life, shadow wage, asset-life table, optimism uplift or maintenance norm has been formally issued where no such current instrument was located. It provides a usable interim protocol until a competent authority publishes and maintains a parameter and reference-class book.

An imported value must never enter an appraisal by habit. Every material parameter must have a card containing:

Field	Required content
Identity	Parameter name, ID, version and status: official, case-specific, transferred, analytical convention or unresolved
Authority and source	Issuing body, document or dataset, date, table/page/range and stable link or repository ID
Definition	Unit, numerator, denominator, population, geographic coverage and inclusions/exclusions
Price and currency basis	Base year, real or nominal treatment, currency, tax treatment, exchange method and index
Jurisdiction and transfer	Original setting, reason it can inform Saint Lucia, adjustment and features that do not transfer
Method	Formula, estimation or valuation method, data lineage and code/model link
Range	Central convention if one is used, lower and upper tests, correlations and switching value
Decision use	PITONS field, options or consequences affected; treatment of non-monetised effects
Assurance	Analyst, reviewer, validation, known limitations and contrary evidence
Maintenance	Owner, effective date, next review, superseded version and depreciation rule

The preferred source hierarchy is: current Saint Lucian authority; relevant Saint Lucian official data or audited administrative evidence; suitable OECS or Caribbean evidence; an international or financing-institution value with an explicit transfer; original local analysis; and, where none is credible, a transparent range, break-even value or unresolved status. Position in the hierarchy does not excuse a poor definition or stale source.

21.2 Interim social discount-rate convention

No current, generally applicable Saint Lucian social discount rate was located for this edition. Until a competent authority issues one, economic and social appraisals must:

1. show undiscounted annual benefit and cost streams;
2. calculate real NPVs at 3 per cent, 5 per cent and 7 per cent;
3. describe 5 per cent only as a **PITONS analytical comparison point, not an official Saint Lucia rate**;
4. report the discount rate at which the option choice or sign of NPV changes, where one exists; and
5. explain whether the ranking is stable across the range.

For long-lived, intergenerational or climate-sensitive commitments, add one lower-rate sensitivity, commonly 1.5 or 2 per cent, selected and explained for the case. This is a stress test, not a default. Always pair it with physical thresholds, minimum service and irreversible-harm analysis. Discounting must not be allowed to erase catastrophic climate effects, rights or obligations to maintain an essential service.

Use real cash flows with real discount rates and nominal cash flows with nominal rates. Do not combine them. Financing rates, loan interest, a private investor's required return and weighted average cost of capital answer financing questions; they are not substitutes for the social discount rate.

21.3 Prices, inflation, currency and conversion

Every estimate must state the price base and whether values are real or nominal. Use an official Saint Lucia Consumer Price Index series from the Central Statistical Office when general consumer inflation is relevant. Use a more relevant construction, wage, fuel or sector index when material and available. State the series, base, release date and method. The Standard does not prescribe an inflation forecast.

The official fixed exchange rate is XCD 2.70 to USD 1. Record the source and date used. This does not remove exposure to purchases in other currencies, freight and insurance, global commodity prices, variable interest rates, supply scarcity or the recurrent foreign-exchange needs of licences and spares. Stress these elements separately where material rather than applying a generic exchange-rate uplift.

Use a common base date before comparing options. Document conversions from foreign currency and distinguish market exchange rates from purchasing-power adjustments used in benefit transfer. Avoid presenting an international PPP adjustment as a cash exchange rate.

21.4 Non-market values

For carbon, always show physical tCO₂e, boundary and timing. Apply a monetary shadow value only when required or supported by a named authority or financing framework, with a transfer note and sensitivity. The World Bank 2024 guidance can inform relevant cases; it is not a national default.

For health, safety, time, ecosystem, amenity or mortality risk values, prefer local evidence and natural units. If a value of statistical life, quality-adjusted life measure, travel-time value or ecosystem value is transferred, disclose the original population and method, income or purchasing-power adjustment, ethical limits and sensitivity. A value of statistical life is a value for a small change in mortality risk across a population, not a price on an identifiable life.

Rights, dignity, due process, cultural loss and irreversible ecological thresholds remain separate even where related consequences are monetised.

21.5 Labour, assets, maintenance and residual value

There is no blanket PITONS shadow-wage factor. Use the observed wage for the cash account. For the economic account, justify any adjustment using evidence about labour scarcity, displacement, unemployment or underemployment, taxes and the skills required. Do not assume that all project employment is an additional benefit.

Asset life, utilisation, maintenance, renewal and residual value must be case-specific. Sources may include manufacturer specifications, engineering standards, local condition and failure records, comparable Caribbean assets, contracts and audited asset registers. Apply residual value only for remaining service potential or recoverable value at the appraisal horizon, net of disposal, restoration and stranded-asset risk. Do not use straight-line depreciation as a proxy without justification.

21.6 Optimism and forecast adjustment

Use completed local or relevant regional projects and services as the first basis for cost, schedule, demand and benefit ranges. Do not import UK optimism-bias uplifts or another institution's percentages as Saint Lucian defaults. If an adequate reference class does not yet exist, the appraisal must show:

- an unadjusted estimate with its estimating maturity and exclusions;
- transparent low, central and high cases;
- explicit scope, price, quantity, schedule and demand risks;
- stress tests and switching values;
- contingency logic linked to identified uncertainty; and
- the plan to add actual results to a future reference class.

An adjustment is not a substitute for a better design or estimate. Contingency must not be counted again as a separate expected risk cost without reconciliation.

22. Reference classes and the outside view

22.1 Why they are required

The inside view builds a forecast from the current plan and often assumes that each step occurs broadly as intended. A reference class begins with what happened in completed comparable cases. It is required for major or high-consequence decisions and should be used whenever cost, time, demand, uptake, benefit, maintenance or failure is material and optimism or strategic misrepresentation is plausible [R28-R29].

22.2 Building a defensible class

The analyst must:

1. define the forecast variable and unit before selecting cases;
2. state the similarity dimensions that matter, such as service, technology, scale, procurement route, market thickness, climate, location, maturity and institutional capacity;
3. set the inclusion, exclusion and time-window rules before inspecting outcomes where practicable;
4. search completed Saint Lucian cases first, then relevant OECS or Caribbean cases, then wider comparators with a transfer note;
5. reconcile scope, quantities, constant-price year, currency, taxes, financing treatment and completion point;
6. preserve cancellations, restructurings, long delays and failures rather than studying survivors only;
7. show the individual cases when the sample is small and the observed distribution when it is adequate;
8. explain adjustments from the class to the present option; and
9. archive the dataset, selection rule, code and version.

Do not select only projects that resemble the preferred outcome. Do not mix estimated and outturn values without labelling them. A regional class is not automatically comparable merely because it comes from another island.

22.3 Reporting

Report the number of cases, coverage period, median and spread. Where the sample supports it, show relevant quantiles and tail outcomes; where it does not, show the actual cases and avoid pseudo-precise percentiles. Compare the inside-view estimate with the reference distribution and explain the chosen adjustment. The decision record must show whether the option remains affordable and viable at a demanding but credible point in that distribution.

Reference-class evidence should cover more than construction cost. Capture planned and actual completion, demand or utilisation, recurrent cost, downtime, benefit realisation, contract variations, maintenance, residual issues and the condition inherited by the next owner.

22.4 Building Saint Lucia's evidence commons

Every completed PITONS record should contribute a standard outturn record with:

- original and final scope;
- approved, contracted and final cost in reconciled real and nominal terms;
- planned and actual dates;
- forecast and observed demand, quality and outcomes;
- variation, dispute, cancellation and recovery events;
- operating and maintenance cost;
- asset condition and service interruption;

- evaluation finding and management response; and
- lessons that change a parameter, template, trigger or future option.

The parameter and reference-class book should be versioned, dated and governed by a designated competent steward. Superseded values must remain accessible so that an earlier decision can be reconstructed. A parameter update changes future records; it must not silently rewrite the evidence basis of a past decision.

23. Integrated output and quality test

The methods are complete only when they change the decision record. A methods annex that does not alter an option, condition, gate, trigger or learning plan is analytical decoration.

For each shortlisted option, the appraisal must present one comparable row or compact profile containing:

Dimension	Minimum finding
Objective	Outcome and service level achieved, for whom and by when, relative to BAU
Economic/public value	Resource costs, monetised benefits, non-monetised consequences, NPV range, switching values and double-count controls
Distribution and rights	Who benefits, pays and bears risk; access, voice and remedy; gate L status
Cash and fiscal	Annual nominal cash, recurrent burden, funding authority, assets/liabilities and contingent or FX exposure
Strategic and behavioural	Actor responses, administrative burden, gaming and safeguards
Systems and climate	Critical dependencies, hazard conditions, minimum service, recovery, inherited state and gate R status
Uncertainty and option value	Reference class, scenarios, failure conditions, reversibility, signposts and next decision
Evidence	Claim types, material unknowns, model and parameter cards, dissent and refresh date

The recommendation must then explain, in prose, why the selected option is preferable to the strongest rejected alternative. It must name the disadvantages accepted, conditions imposed, exposure cap, owners, expiry, automatic consequences and evidence that would cause scale, hold, redesign, pivot or stop. It must not describe an option as “best overall” without showing the actual trade-off.

23.1 Methods quality checklist

- [] The objective and counterfactual came before the preferred solution.

- [] At least one genuinely different mechanism and the strongest rival received fair comparison.
- [] Consequences, transfers, additionality, displacement and double counting were handled explicitly.
- [] Economic, cash, fiscal-risk and non-monetary accounts remain distinct and reconciled.
- [] Distribution, rights, access, voice and remedy are visible and gate L is signed.
- [] Actual actor incentives, user and staff burden, gaming and strategic response changed the design where necessary.
- [] Critical dependencies, common-cause failures, minimum service and recovery owners are evidenced and gate R is signed.
- [] SIDS, climate, import, foreign-exchange, thin-market and scarce-capacity exposures were tested when material.
- [] Material forecasts use ranges, switching values and an outside view; unknowns are not entered as zero.
- [] Every material parameter has authority, vintage, base, transfer rationale, range and owner.
- [] The interim discount convention is labelled as analytical, never as an official Saint Lucia rate.
- [] No composite score allows value to compensate for law, rights, affordability or resilience floors.
- [] Conditions have evidence, owner, due date, reviewer and automatic consequence.
- [] The record states what evidence would reverse the recommendation and when the next decision occurs.

23.2 Method source cues

The full Source Register governs citations. Principal method sources are the Green Book 2026 and Green Book Review 2025 [R01-R02]; the Magenta Book 2026 [R03]; IMF PIMA, Climate-PIMA and PFRAM materials [R06-R08, R30]; World Bank public-investment, robust-decision and impact-evaluation guidance [R09-R10, R37]; IDB climate and PIM guidance [R14]; OECD public investment, regulatory appraisal, evaluation and behavioural guidance [R15-R17, R27]; UNDRR and NIST resilience guidance [R18-R19]; IPSASB and ISO asset-management frameworks [R20-R21]; mechanism-design, principal-agent, commons, behaviour, planning-fallacy and reference-class research [R23-R29]; and systems, probabilistic-risk and adaptive-pathways references [R34-R36]. The World Bank 2024 shadow-price-of-carbon guidance is a transferable source only when its scope fits the case; it is not a Saint Lucian parameter.

Part III. Practitioner records and worked cases

The tools in this Part are the operational face of the Standard. They may be implemented in Word, a records system or a governed digital form, but the field meanings, stable identity and version history must survive the format.

24. Practitioner records and worked cases

How to use these tools

These tools convert PITONS analysis into one traceable decision record. They are part of the Standard, not optional presentation material. A completed record should allow a person who did not attend the meetings to identify the objective set by the lawful authority, the options considered, the evidence available at the time, the trade-offs accepted, the person who made the decision, the conditions attached, the state of delivery and what later evidence changed.

The record does not replace a Cabinet conclusion, ministerial decision, appropriation, procurement approval, contract, licence, statutory notice, professional certification or any other lawful instrument. It links those instruments under one stable record ID. It does not create authority.

Use the following conventions throughout:

- must states a PITONS conformance requirement;
- should states a recommended practice from which a reasoned departure may be recorded;
- may states an option;
- [OF] official or primary source;
- [CR] corroborated fact;
- [LC] Saint Lucia calculation;
- [AI] analytical inference;
- [ES] estimate or scenario;
- [RC] reported claim;
- [PP] policy or design proposal;
- [UN] unresolved or not publicly located.

An unknown is not zero. An estimate is not an observed fact. A proposal is not existing law or government policy. A decision is not evidence that the selected option will work.

Every live record has three information layers:

1. internal pre-decision record, containing the material needed for candid advice and lawful decision;

2. public post-decision record, containing the decision, reasons, material evidence, conditions, costs or ranges, owners, dates and results subject to lawful withholding;
3. protected annex, containing only material that has a recorded lawful reason for restricted access, an owner and a review date.

Tool 1. Triage and lane assignment

Complete triage before substantial option development. Repeat it when the proposal, exposure or context changes. Lane assignment controls depth, assurance and publication. It does not determine whether an option is good.

A. Identity and aggregation screen

Field	Entry
Provisional record ID	[PITONS-organisation-topic-year-sequence]
Working title	[plain-language title]
Decision sponsor	[office and named role]
Record owner	[named role]
Objective-setting authority and instrument	[who set the objective; date; minute, law, policy or instruction]
Decision sought and decision date	[exact act requested; date]
Evidence cut-off	[date and time where material]
Proposed lane	[rapid / standard / major-high-consequence / emergency with retrospective]
Related or predecessor records	[IDs and relationship]
Public purpose cluster	[the outcome or service to which this commitment contributes]
Whole-life commitment	[policy, people, asset, contract, operating, financing and closure commitments]
Aggregation finding	[stand-alone / aggregate with listed records / parent-child structure]

Anti-splitting rule. Treat proposals as one appraisal where they share a public purpose, are technically or operationally dependent, form stages of one intended commitment, use the same essential capacity, or would not be pursued separately. Procurement lots, annual budget lines, agencies, financing sources or implementation phases do not by themselves make separate decisions. Record the authority and reasons for any decision not to aggregate.

B. Consequence triggers

Answer yes, no or unresolved. Explain every yes and unresolved answer. The prompts are deliberately not a points system.

Trigger	Y / N / UN	Reason and evidence	Lane consequence
Life, safety, health, liberty, property, equality, due process or another protected interest may be materially affected			Major unless a higher lawful emergency need requires the emergency lane
A statutory power, coercive power, licence, penalty, compulsory acquisition, surveillance or sensitive-data use is involved			At least standard; major where novel, broad or difficult to reverse
A service essential to basic needs or national functioning could fail or be interrupted			Major
The decision creates a long-lived asset, liability, guarantee, PPP, exclusivity, vendor dependence or substantial recurrent commitment			Major
The decision is difficult or costly to reverse, closes future options, or creates stranded-asset risk			Major
Climate, disaster, ecological, land-use or intergenerational consequences could be material			Major
Distributional effects on low-income, geographically isolated, disabled or otherwise vulnerable people may be material			At least standard; major if a rights or basic-service floor is at risk
Delivery depends on scarce specialists, imported inputs, foreign exchange, a single route, a single supplier or a common national node			At least standard; major if interruption threatens essential service
The mechanism is novel, data are weak, strategic adaptation is likely, or the evidence is contested			Standard or major; prefer staged commitment
Expected whole-life public exposure is material relative to the responsible programme, entity or fiscal space			Major; apply any official monetary threshold when issued
More than one ministry, statutory body, local authority, regulator or utility must act coherently			At least standard

Trigger	Y / N / UN	Reason and evidence	Lane consequence
Public trust, constitutional responsibility or national reputation could be materially affected			Major where consequence is broad or enduring
Delay itself creates an immediate, evidenced threat that cannot be managed through ordinary appraisal			Emergency lane, with a fixed expiry and retrospective

C. Lane decision

Lane	Use only when	Minimum record and assurance
Rapid	The commitment is low-consequence, bounded, reversible, within existing authority and capacity, and does not trigger a major consequence above.	Core decision question; BAU; at least two genuine options where feasible; proportionate PITONS findings; three gates; owner; cost and capacity check; conditions; decision minute; next review.
Standard	Consequences or uncertainty require a full multi-disciplinary appraisal but no major trigger requires enhanced assurance.	Complete living record; option and consequence registers; economic/fiscal/operational analysis; evidence and parameter registers; independent challenge proportionate to consequence; publication record.
Major or high-consequence	Any major trigger is present or aggregation makes the whole commitment major.	Standard requirements plus independent multi-disciplinary assurance; explicit reference class; distributional and resilience schedules; full lifecycle and fiscal-risk analysis; stress tests; staged-decision design; evaluation plan before commitment; senior lawful approval.
Emergency with retrospective	Immediate protective action cannot await ordinary appraisal. Urgency must arise from the threat, not late preparation.	Authority, mission, rights floor, options considered in the time available, exposure cap, owner, procurement and control route, trigger, expiry, continuity/fallback, contemporaneous log, early review and mandatory retrospective.

Lane disposition: [confirmed / escalated / returned for more information]

Reasons: [short narrative, including unresolved triggers]

Triage owner: [name and role] **Independent reviewer:** [name and role] **Date:** [date]

Next triage event: [scope change / cost threshold / design freeze / procurement / new evidence / fixed date]

No one may downgrade a lane to reduce work, avoid assurance, divide a commitment or fit a timetable. A lane may be escalated at any time.

Tool 2. The living PITONS Decision Record

The record is a governed object, not a one-off form. Give it one stable ID. Update by version; never overwrite the baseline or remove a superseded decision. A child decision cites its parent. Models, spreadsheets, minutes, contracts, asset records, dashboards and evaluations remain linked annexes rather than detached files.

Record cover

Field	Required entry
Record ID	[stable unique ID]
Title	[decision-facing title]
Parent and child IDs	[IDs or none]
Version and status	[version; framing / appraisal / challenge / authorised / operating / paused / closed / superseded]
Lane	[rapid / standard / major-high-consequence / emergency]
Decision question	[one question answerable by a lawful authority]
Objective supplied	[verbatim or faithfully bounded objective, source, authority and date]
Objective boundary	[what is not being decided; conflicts, vagueness or impossibility referred back]
Evidence cut-off	[date; later evidence goes in a new version]
Record owner	[named role and contact]
Decision authority	[lawful person/body and source of authority]
Confidentiality layer	[internal / public / protected annex]
Decision required by	[date and reason]
Next review or decision	[owner, decision and date]

Executive decision panel

Item	Entry
Advice	[pass / pass with conditions / return for redesign / stop; option and commitment stage]
Why	[three to six decision-facing reasons, with claim tags]

Item	Entry
Public-value effect	[who gains, who bears costs and risks, when and where]
Whole-life public exposure	[economic resource cost; cash and funding; fiscal risk; asset/service obligation; ranges]
Critical uncertainty	[the uncertainty most capable of changing the option or pathway]
Non-negotiable floors	[law, rights, safety, service viability, fiscal or ecological boundaries]
Conditions	[condition IDs; never use an unowned phrase such as “subject to funding”]
Strongest rejected alternative	[option, strongest case for it, decisive reason rejected, reconsideration trigger]
Dissent	[material unresolved view and response, or none]
Expiry and next decision	[automatic consequence; owner and date]

P. Problem and public purpose

1. **Decision question.** What exact choice is being put to which lawful authority now?
2. **Objective and boundary.** Who set the objective? What outcome, population, place, service floor, timeframe and constraint did they specify? What remains a political or statutory choice rather than an appraisal assumption?
3. **Baseline and BAU.** What happens without a new decision, including existing commitments, deterioration, adaptation, legal duties and distribution? State the comparator date and service level.
4. **Problem mechanism.** What conditions and behaviours produce the present outcome? Distinguish symptom, cause and constraint. Show the causal chain and credible alternative explanations.
5. **Affected people and participation.** Who experiences the problem, who can influence it, who is unheard and what was learned from them? Record accessibility and representation limitations.
6. **Rationale for public action.** Identify the public-value, market, institutional, distributional, rights, coordination or risk-management rationale. Do not use “government priority” as the sole rationale.
7. **Success and failure.** State observable mission measures, service and rights floors, counter-metrics, unacceptable outcomes and the date at which a decision can be made.

P finding: [clear / return to objective-setting authority / proceed with conditions]

I. Intervention readiness

Complete once for the environment, then repeat for each shortlisted option.

1. **Authority and legitimacy.** Identify enabling authority, duties, approvals, consultation, appeal, information and record requirements. Separate existing law, triggered law, administrative practice and proposed PITONS practice.
2. **Operating mechanism.** Describe the full path from eligible user or event to functioning service and verified result. Identify hand-offs, queues, failure demand and acceptance criteria.
3. **Capacity and capability.** Record people, competence, time, facilities, equipment, data, supplier market, management attention and surge capacity. Show current demand, throughput, backlog and safe operating limit where available.
4. **Institutional incentives.** Explain what each actor gains, bears, controls and can avoid. Identify principal-agent problems, multitask distortion, strategic reporting, common-pool use and coordination failure.
5. **Behaviour and access.** Describe capability, opportunity, motivation, friction, trust, language, disability, geographic and digital access. State how people may adapt.
6. **Evidence and data readiness.** Name source-of-truth records, definitions, quality, linkage authority, privacy/security controls and missing data. State what can be learned before commitment.
7. **Delivery ownership.** Name the accountable owner, operating owner, pause authority, benefits owner, asset owner, data owner and evaluation owner. An unnamed owner is a failed readiness test.

I finding by option: [ready / conditionally ready / redesign / not ready]

T. Trade-offs and total consequences

Use a consequence ledger, not a single score. Report material direction, scale, incidence, timing, uncertainty and reversibility.

Consequence view	Questions to answer
O1 direct incidence	Who receives the service, benefit, burden, payment, restriction, risk or opportunity? Who is excluded?
O2 adaptation	How may households, firms, officials, suppliers, political actors and affected communities respond or game the mechanism?
O3 propagation	What happens through prices, labour, land, supply chains, institutions, shared capacity, infrastructure and public finance?
O4 inherited state	What assets, liabilities, skills, data, norms, environmental state, vendor position and future options remain after the decision?

Complete at least these ledgers:

- economic resource costs and benefits, including non-market effects and opportunity costs;
- annual cash and funding by entity, source, currency and scenario;
- fiscal risks, guarantees, contingencies, arrears, rescue expectations and sensitivity;

- asset and service obligations, including staffing, operations, maintenance, renewal, decommissioning and residual value;
- distribution by income, place, gender, age, disability, sector and other decision-relevant groups;
- rights, safety, environment, climate and disaster resilience;
- capacity, dependency, common-node and systemic effects;
- omissions, unknowns and tail outcomes that are not credibly monetised.

Transfers, taxes and financing flows must not be silently treated as net social benefits or resource costs. Report physical quantities alongside monetary values. No benefit may compensate for an unlawful option or a breached rights, safety or viable-service floor.

T finding: [dominant consequences; critical trade-offs; people bearing uncompensated harm; uncertainties capable of changing choice]

O. Options under uncertainty

1. Build a longlist before selecting a preferred design. Include BAU/do-minimum, demand or behaviour measures, regulatory and information measures, repair/reuse, organisational change, procurement, capital, digital, partnership and staged combinations where relevant.
2. State each option as a mechanism, not a label. Identify actor, action, user path, scale, timing, authority, operating model and exit.
3. Remove an option only for a recorded reason. Do not remove the strongest rival because it is inconvenient.
4. Apply the I and T tests separately to each shortlist option.
5. Test low, central and high demand/cost/time cases; plausible hazard and dependency failures; strategic adaptation; and the variables most capable of reversing ranking.
6. Identify switching values and signposts. Ask what must be true, what would make the option fail and what can be learned before making an irreversible commitment.
7. Prefer pathways that preserve future options where performance is uncertain: prepare, probe, pilot, modular scale, institutionalise. Fix the mission and floors; vary the route.

O disposition: [shortlist; option-specific findings; preferred pathway; strongest rival; deferred options; stop conditions]

Option register

Option ID	Mechanism, scale and timing	Authority and owner	User and operating path	Capital and recurrent commitment	Principal benefits	Principal harms and risks	Readiness finding	Reason retained, combined or removed
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Option ID	Mechanism, scale and timing	Authority and owner	User and operating path	Capital and recurrent commitment	Principal benefits	Principal harms and risks	Readiness finding	Reason retained, combined or removed
O-BAU	[current lawful trajectory, not an assumed zero]							Comparator
O-01								

Consequence ledger

Consequence ID	Option	O1 direct / O2 adaptation / O3 propagation / O4 inherited state	Person, group, place or system affected	Physical effect and unit	Economic value if defensible	Annual cash and funding	Fiscal or contingent exposure	Timing and duration	Uncertainty and reversibility	Safeguard, condition or decision implication
T-001										

Whole-life reconciliation

View	Boundary and treatment	Low	Central	High	Source / model	Owner	Reconciliation note
Economic resource cost and benefit	[real; price base; taxes/transfers; opportunity cost; discount sensitivity]						
Public cash and funding	[entity; annual nominal/real; currency; financing]						
Fiscal and contingent exposure	[guarantee, PPP, demand, FX, rescue, arrears, termination]						
Asset and service obligation	[staff, operations, maintenance, renewal, decommissioning]						

The four views answer different questions and must not be forced to match. Reconcile their boundaries so that a decision maker can explain why they differ. Show annual cash, not only a present value or total.

Dependency and common-node register

Node ID	Essential dependency or shared capacity	Options relying on it	Owner and current service level	Stress or failure tested	Consequence and affected services	Fallback	Recovery time and evidence	Trigger
DEP-01								

N. Navigation to functioning service

1. Translate authority and funding into an end-to-end delivery chain with named owners.
2. Define readiness gates before procurement, contract, construction, go-live, acceptance, scale and handover.
3. Show demand, capacity, queue, bottleneck and safe workload assumptions. Include quality and equity counter-metrics so speed or volume cannot be gamed.
4. Reconcile economic cost, budget cash, procurement value, contract price, asset value and recurrent operating cost. Explain every boundary difference.
5. Define procurement route, supplier-market evidence, change control, intellectual property, data portability, step-in, termination and vendor exit where relevant.
6. Define acceptance as a functioning service at an agreed level, not an asset delivered or platform launched.
7. Establish indicators, thresholds, triggers, playbooks, pause authority, fallback service, recovery time and communication.
8. Fund operations, maintenance, training, support, evaluation, renewal and closure. Name the owner who accepts each continuing obligation.

N finding: [commitment stage authorised; readiness evidence; conditions; triggers; exposure cap; fallback; next gate]

S. Scrutiny, evaluation and learning

1. Preserve the original objective, baseline, assumptions and option set.
2. State the positive theory of change and the negative theory: how implementation, behaviour, displacement, gaming or context could defeat it.
3. Define questions, measures, counter-metrics, data sources, ethics/privacy, methods, comparison strategy, timing and evaluator before the result is known.

4. Match method to decision. Use monitoring for control and service health; process evaluation for mechanism and implementation; outcome or impact methods for causal questions; economic evaluation for realised value; and post-project review for delivery and asset learning.
5. Register the evaluation, results, limitations, management response and resulting decision. Publication of a report without a decision response is not a completed learning loop.
6. State decision rules in advance: continue, adapt, pause, stop, scale, renew or close. Name the authority and date.

S finding: [evaluation readiness; independence; decision rule; registry and publication; next learning decision]

Gate and decision summary

Gate	Outcome	Decisive evidence	Conditions	Reviewer and date
L. Legality, rights and legitimacy	[pass / pass with conditions / return / stop]			
R. Resilience and system coupling	[pass / pass with conditions / return / stop]			
F. Future options, recovery and learning	[pass / pass with conditions / return / stop]			

The decision outcome cannot be better than the weakest non-compensatory gate. Do not average the gates and do not create a composite PITONS score.

Version and relationship log

Version	Date and evidence cut-off	Status	Material change	Decision or gate affected	Author	Approver	Public link
0.1		framing					

Relationship	Linked record or instrument	Direction	Owner	Status
Objective		supplied by		
Budget or appropriation		authorises funding		
Procurement		implements		
Contract		commits		
Asset record		receives or maintains		
Evaluation		tests		
Closure or successor		closes or supersedes		

Conformance declaration and departures

This record conforms to The PITONS Standard [version] in the [lane] lane, except for the departures recorded below. It uses no composite PITONS score and preserves the objective-setting authority's role.

Departure ID	Requirement not met	Reason	Approving authority	Substitute safeguard	Effect on confidence or use	Expiry / correction date	Public / protected
DEP-PITONS-01							

Prepared by: [name, role, date] **Record owner confirmation:** [name, role, date]

Independent challenge: [reviewer, competence, conflicts, scope, finding, date]

Decision-authority acknowledgement: [authority, instrument, date]

Rapid-lane front sheet

For a qualifying rapid decision, the following one-page front sheet may point to short attached analysis rather than repeat it. It does not remove any gate.

Prompt	Entry
Record ID, owner, authority, evidence cut-off and lane reason	
Objective supplied and exact decision question	
BAU and problem mechanism	
Options considered and strongest rival	
People affected; distribution; participation	
Authority, rights, capacity, cash and operating check	
Main direct, adaptive, propagated and inherited consequences	
L, R and F gate outcomes	
Decision advice, exposure cap and conditions	
Delivery owner, acceptance, trigger and fallback	
Evidence to learn; next decision and date	

If the front sheet cannot explain the exposure without material caveat, the decision is not ready for the rapid lane.

Tool 3. Gate certificate and condition register

The certificate is signed advice to the decision authority. It is not a substitute for the lawful decision. A reviewer should be independent of the immediate option sponsor to a degree proportionate to consequence.

Certificate

Field	Entry
Record ID and version reviewed	
Decision and commitment stage	
Lane and reason	
Material reviewed	[record, annexes, models, consultations, legal/technical opinions]
Material not reviewed	
Conflicts declared and managed	
Evidence cut-off	

For each gate, complete the following:

Test	L. Legality, rights and legitimacy	R. Resilience and system coupling	F. Future options, recovery and learning
Authority and duties	What authorises the act, expenditure and implementation? What approvals and procedures are triggered?	Who controls essential linked systems and capacity?	Who may pause, change, recover, terminate or renew?
Floors	What rights, due process, participation, accessibility, safety and legitimacy floors cannot be traded away?	What service, safety, fiscal, environmental and recovery floors must hold under stress?	What evidence, reversibility, exit, data and evaluation floors preserve a real next choice?
Evidence	Cite verified primary material and identify unresolved legal or factual questions.	Cite dependency map, stress tests, capacity, continuity and recovery evidence.	Cite staged pathway, switching values, exit plan, evaluation and decision rules.
Finding	[pass / pass with conditions / return for redesign / stop]	[pass / pass with conditions / return for redesign / stop]	[pass / pass with conditions / return for redesign / stop]
Reason			

Overall gate advice: [pass / pass with conditions / return for redesign / stop]

Reviewer declaration: I have not averaged or offset a failed gate. The finding reflects the evidence available at the stated cut-off, the limits listed above and the conditions below.

Reviewer: [name, role, competence, organisation] **Signature/date:** []

Sponsor response: [accepted / departed from; reason, authority and substitute safeguard]

Condition register

Every condition must be testable and self-expiring. A vague aspiration is not a condition.

Condition ID	Gate	Exact obligation and reason	Evidence required	Responsible owner	Reviewer	Due date	Automatic consequence if unmet	Status and closure evidence	Public / protected
C-01							[no launch / pause / exposure cap / return / expiry]		

Allowed status values are open, met, not met, waived by named lawful authority, superseded and expired. A waiver must record reasons, risk acceptance, substitute safeguard, expiry and publication status.

Tool 4. Evidence, claim and uncertainty register

Write the decision-facing claim first. Then record why the source can support it. A list of references without claims is not an evidence register.

Claim ID	Decision-facing claim	Tag	Source, URL or record	Source date and access date	Method, population and coverage	Quality and relevance	Direction or magnitude	Uncertainty, conflict or limitation	Decision use	Owner and refresh trigger	Public / protected
E-001		[OF/CR /LC/AI/ ES/RC/ PP/UN]									

Minimum evidence protocol

1. Prefer authenticated law, Gazette notices, official statistics, administrative records, audited accounts, contract and asset records, and the original research report.
2. Record commencement and amendment status for law. A consolidated web copy, bill or policy statement may not establish operative law.
3. Separate observation, calculation, inference, scenario, reported claim, proposal and unknown. Never upgrade a label for rhetorical confidence.

4. Assess source quality and decision relevance separately. A rigorous study in a dissimilar context may be high quality but weakly transferable.
5. Record numerator, denominator, period, geography, population, unit, price base and revision status. Preserve the underlying extract or query where lawful.
6. Triangulate material contested claims. Explain conflicts rather than choosing silently.
7. State missingness, measurement error, selection, incentives to misreport and known data changes.
8. Link each critical claim to an option, gate, condition, parameter, trigger or evaluation question. Remove evidence that changes none of them from the core record.
9. Protect personal, security-sensitive, commercially protected and legally privileged material through a reasoned annex, not through silent omission.
10. Set a refresh event for volatile evidence: decision date, price change, hazard alert, design change, procurement return, annual update or review.

Unknown and information-value register

Unknown ID	What is not known	Why it could change the decision	Current proxy and limitation	Smallest credible way to learn	Cost and time to learn	Commitment that must wait	Owner and decision date
U-01							

Do not commission research merely because information is missing. Learn before commitment when the information could change the option, scale, design, condition or decision pathway enough to justify its cost and delay. Otherwise carry the uncertainty transparently and stress-test it.

Tool 5. Parameter register and parameter card

A parameter is an assumption applied across claims or options, such as a price base, inflation path, exchange rate, discount rate, asset life, demand growth, carbon value, shadow wage, failure probability or value-transfer rule. Parameter choice must not be hidden in a model.

Parameter register

Parameter ID	Name and decision use	Definition, unit and price base	Central value or rule	Low / high or alternative	Source and authority	Vintage and jurisdiction	Transfer rationale	Formula and model cells	Switching value	Owner and refresh	Status
PAR-01											[official / PITONS convention / case-specific / unresolved]

Parameter card

Parameter ID and name: []

Question it answers: []

Definition: [precise definition, unit, currency, real or nominal, market or shadow price, base year, tax treatment]

Authority and source: [issuing institution, instrument/publication, date, URL, table/page]

Jurisdiction and transfer: [Saint Lucia / regional / international; why transfer is defensible; adjustment method]

Central rule: [value or calculation]

Required range and scenarios: [low, central, high; correlations where material]

Switching result: [value at which choice, scale or timing changes]

Distribution and physical quantity: [who is affected; quantity reported alongside money]

Limitations: [measurement, model, ethical or rights limitation]

Approval, owner and refresh: [competent authority or analytical owner; review date/event]

Model location and version: [file, sheet/cell or code commit]

Interim discounting protocol pending an authorised Saint Lucia parameter book

If the Ministry of Finance or another competent authority issues an applicable parameter, use it and cite the authority and version. Until then:

- show undiscounted annual economic streams;
- present real economic net present values at 3, 5 and 7 per cent;
- describe 5 per cent only as a PITONS analytical comparison point, not an official Saint Lucia social discount rate;
- report the switching rate or switching value where option choice changes;
- for long-lived, intergenerational or climate commitments, add a lower-rate sensitivity, normally 1.5 or 2 per cent, and a physical-threshold analysis;
- do not use discounting to waive a legal, rights, safety, ecological or catastrophic-risk floor;
- appraise financial cash using actual financing terms, currency and inflation assumptions, keeping these distinct from the social discount rate.

All imported values, including carbon or non-market values, require a transparent transfer note and sensitivity. Rights are not monetised away. Do not apply foreign optimism-bias uplifts by habit: use a relevant local or regional reference class where available; otherwise show unadjusted values and transparent low, central and high cases with explicit contingency logic.

Tool 6. Decision minute

Use this minute after the lawful authority decides. Preserve any difference between the advice and the decision.

Field	Required entry
Record ID and version decided	
Decision authority and source of authority	
Meeting or instrument; date and time	
Objective being pursued	
Decision	[approve / approve with conditions / return / stop / defer; option and commitment stage]
Reasons	[public-value, evidence, trade-off and gate reasons]
Public exposure authorised	[cash/funding ceiling, fiscal or contractual exposure, asset/service obligation and duration]
Conditions and automatic consequences	[condition IDs]
Strongest rejected alternative	[and why it was not selected]
Material uncertainty accepted	
Dissent or minority advice	
Departures from PITONS advice	[reason, authority, risk acceptance and substitute safeguard]
Operating owner and pause authority	
Publication and lawful withholding decision	
Next decision, evidence required and date	
Expiry or closure rule	

Certification: This minute records the decision actually made. It does not rewrite pre-decision evidence or remove superseded versions.

Minute prepared by: [] **Confirmed by decision authority:** [] **Date:** []

Tool 7. Delivery, acceptance and trigger registers

Delivery commitment register

Commitment ID	Output or service result	Owner	Start / due	Dependency	Budget and procurement link	Acceptance evidence	Current forecast	RAG with narrative	Corrective action	Next gate
D-01										

Do not report an output as complete until its acceptance evidence shows the intended service can function under the specified conditions. Preserve the original baseline and approved target. Record any approved re-baseline separately.

Service flow and capacity register

Service stage	Demand and arrival pattern	Available capacity	Queue / backlog	Safe limit	Quality and equity counter-metric	Bottleneck owner	Recovery action

Asset, contract and operating obligation register

Obligation ID	Asset / contract / capability	Owner accepting obligation	Service level	Annual cash and currency	Staff / skills / spares / energy / data	Maintenance or renewal cycle	Failure consequence	Funding source	End, transfer or decommission route
A-01									

Trigger and response register

Trigger ID	Indicator and source	Threshold or event	Verification clock	Pre-authorised action	Action owner	Pause / escalation authority	Fallback and recovery time	Communication	Review and reset rule
TR-01									

A trigger without a named action and authority is only an alert. A condition or trigger that remains open past its date must cause the pre-recorded consequence.

Tool 8. Evaluation, learning and closure registers

Evaluation registration

Field	Entry
Evaluation ID; linked decision record	
Decision the evaluation will inform	[continue / adapt / pause / stop / scale / renew / close]
Decision owner and date	
Primary questions	
Theory of change	
Negative theory and plausible rival explanations	
Baseline, comparator and pre-intervention trends	
Outcome, process, service, distribution and cost measures	
Counter-metrics and unintended consequences	
Method and identification strategy	
Population, sampling, power or precision limits	
Data sources, definitions, linkage and quality	
Ethics, consent, privacy, security and accessibility	
Evaluator, independence and conflicts	
Analysis plan and decision rules registered on	
Publication and protected annex plan	

Results and management-response register

Finding ID	Question	Result and uncertainty	Method limitation	Distribution / unintended effect	Decision implication	Management response	Owner / due date	Public link
EV-01								

Learning decision

Field	Entry
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Field	Entry
Evidence considered and cut-off	
Decision	[continue / adapt / pause / stop / scale / renew / close]
What changed from the original record	
Which assumption, mechanism or parameter was confirmed or overturned	
Effect on other records, standards, budgets, contracts or assets	
Reusable lesson and boundary of transfer	
Owner and date of implementation	
Next test or closure evidence	

Closure record

Field	Entry
Closure authority, reason and date	
Final service and obligation status	
Outstanding liabilities, claims, records and conditions	
Asset transfer, disposal or decommissioning	
Data retention and lawful deletion	
Staff, supplier and user transition	
Benefits and harms realised	
Final cost and reconciliation to budget, contract and asset records	
Evaluation and management response	
Successor or reopened decision record	

Tool 9. Publication and redaction register

Item ID	Record element	Public / protected	Reason and legal authority for withholding	Minimum safe summary	Decision owner	Review date/event	Released on	Link

Item ID	Record element	Public / protected	Reason and legal authority for withholding	Minimum safe summary	Decision owner	Review date/event	Released on	Link
PUB-01								

Publish enough to explain the objective, decision, options, material evidence, costs or ranges, distribution, risks, conditions, owners, results and departures. The existence of a protected annex must not be used to conceal the structure of the decision or the fact that uncertainty exists. Every redaction requires a reason, authority, owner and review date.

Worked cases: status and reading rule

The following records demonstrate form and reasoning. They are not Government of Saint Lucia decisions, approved projects, legal opinions, budgets, forecasts, official service standards or statements that the named conditions currently exist. Illustrative objectives and design choices are tagged [PP]; estimates and scenarios are [ES]; facts not established for the case are [UN]. A live record must replace every illustration and placeholder with authenticated, decision-date evidence.

Worked case 1. Safe Work activation

Illustrative PITONS Decision Record, page 1 of 2

From National OSH Policy approval to a functioning Safe Work service

Record	PITONS-ILL-OSH-01	Evidence cut-off	20 August 2026
Status	Worked illustration only	Horizon	100 days; 12-month return
Lane	Standard, with rights and safety assurance	Decision stage	Bounded activation, not permanent scale

Important. This is not a Government decision, approved implementation plan, legal opinion, budget estimate, forecast or official service standard. Proposed times and thresholds are testable design assumptions.

Decision question. If Cabinet approves and publishes a National Occupational Safety and Health Policy, what is the smallest credible commitment that converts existing legal duties into an observable service: report, triage, inspect, protect, correct, verify and account?

Illustrative disposition. Conditionally authorise Option B, a staged 100-Day Safe Work Activation with a provisional ring-fenced allocation and Day-100 return. Do not launch until legality and rights, capacity, resilience, finance and maintenance, and learning gates are evidenced. Retain Option A as the lawful service bridge; defer Option C.

PITONS test	Decision-facing finding
P. Purpose	[OF] Labour Act Part 4 already provides inspection and enforcement, workplace representation, confidentiality, appeals, dangerous-work refusal and anti-retaliation protections. [AI] The unresolved problem is conversion into one visible service path, owner, clock and verified result. [UN] A reconciled baseline, current recruitment result and approved programme budget were not located for this illustration. Mission floor: serious reports reach a human decision; danger is prioritised; workers and due process are protected; correction is verified; aggregate reporting protects identities.
I. Readiness	Preserve the existing statutory home and coercive-authority chain. Candidate mechanism: report, risk class, lawful investigation, evidence-based advice or order, protection and appeal, follow-up, verified correction, learning. [UN] Current caseload, posts, vehicles and equipment, laboratory or specialist access, cost, data and operating lead require Day-0 verification. Disposition: redesign within the lawful home; ready only after a named operating compact.
T. Total consequences	O1 direct: workers gain a safe route and employers gain predictable compliance; Government bears staffing, transport, testing, data and follow-up. O2 adaptation: employers may prevent or conceal; workers may report or fear retaliation; officials may prioritise severity or game quotas. O3 propagation: procurement, Health, NIC, DCA, Fire, Tribunal, unions and public works may share scarce inspectors, vehicles, testing, legal and data capacity. O4 inherited state: either a usable registry and trained service, or backlog, privacy breach, paper compliance and vendor lock-in. Critical tails govern design even without reliable probabilities.
O. Options	A, BAU/do-minimum: publish policy and guidance; continue existing channels. Lowest incremental commitment, but visibility, capacity and learning gaps remain unresolved. B, staged activation: one case ID across telephone, digital and in-person channels; risk-prioritised workflow; correction ladder; accessible guidance; legally reviewed public-works pilot; Day-100 account. Bounded, reversible and conditionally ready. C, immediate full transformation: permanent expansion, national system and broad rollout. Potentially greater reach but highest recurrent, procurement, overload and lock-in risk; not ready. No weighted score: legality, rights and safe viability override other advantages.

Owners to confirm at decision date. Approving authority and minute; Minister responsible for Labour; accountable Permanent Secretary and Accounting Officer; Labour Commissioner and Chief OSH statutory operating chain; lawfully appointed or acting delivery lead; pause authority; independent evaluation owner. An unnamed owner is a launch failure, not a blank to ignore.

Evidence labels used. OF official or primary source; AI analytical inference; PP proposal; UN unresolved or not publicly located. Full claims, statutes, calculations and protected material remain in linked annexes under the same record ID.

Illustrative PITONS Decision Record, page 2 of 2

Commitment, gates, operation and learning

N. Navigation posture. Fix the safety mission and rights floors. Authorise the minimum viable commitment that tests the full service mechanism. Expand only when capability, legitimacy, evidence and maintenance funding exist. No new statutory body, digital-only access, national output quota, finding or exclusion on allegation alone, multi-year ICT lock-in, or expansion beyond a baseline-selected bounded pilot.

Launch gate	Evidence required before Day 0	Accountable placeholder
Legality and authority	Final policy and approval reference; relationship to earlier records; PSC appointment or lawful acting arrangement; statutory roles, delegation, procurement and expenditure authority legally reviewed.	Minister; PSC or appointing office; Labour Commissioner; AG reviewer
Rights and legitimacy	SOPs for confidentiality, informant and medical data, dangerous-work route, non-retaliation, participation, reasons, hearing and appeal; telephone and in-person route; language and disability access.	Chief or acting lead; data and privacy owner; worker and employer reviewers
Capacity	Posts and vacancies, competence, roster, caseload, workplaces, vehicles and fuel, PPE, calibrated equipment, specialist and testing access, training and safe caseload.	Chief or acting lead; HR; Accounting Officer
Resilience	Offline intake and evidence continuity; backups; hurricane, outage and mass-incident protocol; lawful inter-agency roles; emergency route not dependent on one vendor or channel.	Delivery lead; designated support, NEMO and ICT roles
Finance and maintenance	Ring-fenced 100-day provision; workload-cost scenarios; procurement; 12-month staffing, transport, hosting, calibration, PPE, training, retention and vacancy-cover cost.	Accounting Officer; Finance or Treasury
Learning and recovery	Baseline, data dictionary, audit sample, dashboard, publication calendar, independent reviewer, trigger owner, service bridge and recovery time.	Evaluation owner; pause officer

Stage	Authorised work and evidence
Before Day 0	Clear launch gates; publish final policy, decision record, owner, costed action table, capacity and case baseline, and results calendar.
Days 0-30: probe	Open one case system across telephone, digital and in-person routes; issue IDs and risk classes; reconcile forms and deadlines; capacity-test proposed response clocks; train staff; issue accessible worker and employer guidance.
Days 31-60: pilot	Select three priorities by severity, exposure, repetition and vulnerability; operate one evidence and inspection file and correction ladder; activate representatives and committees; test a legally reviewed public-works schedule.
Days 61-100: verify	Follow up due critical and high-risk action; independently audit a risk-stratified sample of closures; publish backlog, correction, appeal, staffing, equipment, spending and data-quality results; cost a 12-month programme.
Day 100: return	Lawful authority chooses: stop discretionary expansion, adapt or extend, modular scale, or prepare institutionalisation. The next commitment expires unless positively renewed with evidence and finance.

Triggers and recovery. [PP] Clustered reports, a high-risk backlog, persistent service failure, source mismatch, novel hazard, retaliation, authority or funding lapse, rights or privacy breach, or unsafe capacity trigger a named adapt, pause or incident-review action. Stopping expansion must preserve a documented lawful bridge for emergencies, complaints and statutory duties.

S. Scrutiny. Day 0 publishes the decision, owners, baseline, allocation or cost range, response clocks as proposals, priorities and results calendar. Day 100 publishes privacy-safe intake, response, findings and orders, appeals, follow-up, verified correction, retaliation, backlog, capacity, equipment, spending, missing data and failures. Evaluation uses the Day-0 baseline, file audit, interviews, displacement checks and exposure denominators. A change in reports is not by itself causal evidence of safer or less-safe work.

Next decision. [Named lawful owner] on [fixed date]. Required record: results, independent review, management response, low, central and high 12-month cash and recurrent exposure, unresolved gate conditions, and reasons for any departure from pre-authorised rules.

Strongest rejected alternative: immediate full-scale transformation. Reconsider only after the bounded stage evidences lawful leadership, safe capacity, verified correction, maintainable finance and credible learning.

Worked case 2. Climate-resilient water service

Illustrative major or high-consequence record

Record	PITONS-ILL-WAT-01	Evidence cut-off	20 August 2026
Status	Method illustration; no project is represented	Lane	Major or high-consequence
Assumed horizon	[PP] Long-lived service and asset pathway	Decision stage	Authorise investigation and option development only

Important. This case does not assert the condition, performance or plans of any Saint Lucia water system or institution. It contains no approved demand, engineering, environmental, land, tariff, cost or financing data. Those matters are [UN] until authenticated in a live record.

Objective supplied for the illustration. [PP] Improve continuity of safe potable-water service for defined service zones under dry conditions and major storms, while keeping the service affordable and the operating obligation viable. The lawful authority would need to set the actual service level, population, affordability boundary and timeframe.

Decision question. Which commitment should be authorised now: continue reactive repair, implement demand and leakage measures, develop a modular intake and treatment pathway, or commit to a full replacement scheme?

Illustrative advice. Pass with conditions only for a bounded preparation stage: verify the service baseline and dependencies; implement lawful no-regret demand, leakage and maintenance measures where already justified; and compare modular source or intake interventions at concept and feasibility level. Do not authorise construction, land commitment or a single large procurement until the L, R and F evidence is complete.

Decision-facing PITONS findings

Test	Finding
P. Problem and purpose	[UN] A live record needs zone-level service continuity, water-quality, pressure, outage, non-revenue water, demand, source yield, storage and customer-affordability baselines. Island-wide averages could hide the people and places bearing interruption. BAU must include deterioration, current repairs, dry-period operating practices, energy and treatment costs, and already-funded works. The public purpose is functioning safe service, not an intake asset.

Test	Finding
I. Intervention readiness	[UN] Confirm source and land authority, environmental and development approvals, water rights or abstraction conditions, operator and asset owner, engineering standards, procurement authority, tariff and subsidy responsibilities, and customer protection. Map operators, labs, electricity, roads, telecommunications, fuel, chemicals, spares, contractors, emergency coordination and financing. Verify ability to operate and maintain each option before design freeze.
T. Trade-offs and total consequences	O1: continuity, quality, affordability, construction effects, land and ecosystem consequences differ by zone and group. O2: users may conserve, store, bypass, reconnect or resist; leakage incentives and billing affect behaviour. O3: electricity, roads, imported chemicals, foreign exchange, catchment condition, land use, contractor capacity and shared emergency logistics can propagate failure. O4: the decision may leave a maintainable modular system and trained operators, or debt, high energy dependence, stranded capacity, environmental loss and an unaffordable maintenance burden. Report water, energy, emissions, downtime and households served alongside money.
O. Options under uncertainty	Preserve a genuine BAU/do-minimum. Separate demand, leakage, maintenance, storage, source protection, operational and customer-support measures from new construction. Compare modular rehabilitation or added capacity with a full replacement. Stress test dry sequences, intense rainfall and turbidity, storm damage, road isolation, electricity and generator failure, delayed parts, chemical shortages, skilled-operator absence, demand error, cost escalation and currency exposure. Use staged commitments and switching values.
N. Navigation	Concept, feasibility, design, procurement, construction, commissioning and service acceptance are separate decisions. At each gate reconcile economic cost, public cash, financing, procurement value, contract price, asset recognition and annual operations and maintenance. Acceptance requires evidenced safe service under specified conditions, operator competence, spares, manuals, data, environmental compliance and recovery tests.
S. Scrutiny	Register zone-level baseline and service measures before works. Use physical reliability and quality measures, affordability and distribution, outage duration, leakage, energy per unit, operating cost and ecological safeguards. Compare realised performance with the contemporaneous BAU and explain weather and demand. Pre-authorise adapt, pause, next module or stop decisions.

Options retained for live appraisal

Option	Mechanism and commitment	Potential strength	Decisive weakness or unknown	Present illustrative disposition
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Option	Mechanism and commitment	Potential strength	Decisive weakness or unknown	Present illustrative disposition
A. BAU and critical repair	Continue authorised operations and repair only critical failures.	Lowest new commitment; preserves cash in the short term.	[UN] May perpetuate interruption, leakage, rising emergency cost and hidden deterioration.	Retain as comparator and lawful service bridge, not an assumed zero-cost case.
B. Demand, leakage, maintenance and source protection package	Target verified loss, pressure management, metering or billing faults, maintenance, customer support and catchment measures.	May improve service before major construction and reveal system response.	Benefits depend on loss location, enforceability, user behaviour, staff, data and affordability safeguards.	Develop as no-regret and learning package; appraise component interactions.
C. Modular rehabilitation or added source/intake capacity plus B	Add capacity in separable modules after baseline, site and dependency tests.	Preserves options; can stage exposure and learn from operating performance.	Interface, cumulative environmental, unit-cost and under-sizing risks; modules are not automatically resilient.	Advance to concept or feasibility only if conditions below are met.
D. Full replacement or large all-at-once scheme	Commit to the ultimate planned configuration in one programme.	Could avoid repeated mobilisation and deliver scale if demand and design are stable.	Highest irreversible exposure to demand, design, land, environmental, finance, contractor and operating error.	Do not authorise beyond comparative feasibility on the evidence in this illustration.

Three-gate certificate

Gate	Illustrative outcome	Conditions before the next irreversible commitment
L. Legality, rights and legitimacy	Return pending evidence	Authenticate decision, land, environmental, planning, procurement and expenditure authority; record water-quality and customer duties; complete affected-community participation and an accessible grievance route; show affordability and involuntary-impact safeguards.
R. Resilience and system coupling	Pass with conditions for investigation only	Publish the common-node and dependency map; specify minimum service under stress; model source, energy, road, chemical, spares, operator and communications failures; cost fallback and recovery; independently review climate and engineering assumptions.
F. Future options, recovery and learning	Pass with conditions for a staged pathway	Preserve modular interfaces, data and competitive options; define stop and switching rules; avoid premature land, financing or vendor lock-in; register baseline, commissioning tests, post-occupancy review and module decision.

Preparation-stage conditions

ID	Obligation	Owner placeholder	Evidence	Automatic consequence
W-C01	Establish one reconciled service, demand, asset-condition and cost baseline by zone.	Utility and asset owner; independent verifier	Data dictionary, source extracts, reconciliation and uncertainty note	No design freeze or benefit claim
W-C02	Complete alternatives, site, dependency, environmental and social screening before selecting a footprint.	Planning, environmental and engineering leads	Signed screening and consultation record	Return to options; no land or construction commitment
W-C03	Produce low, central and high whole-life economic, cash, fiscal and operating cases.	Finance and economic leads	Parameter register, model, independent check, annual cash and switching values	No financing or procurement approval
W-C04	Demonstrate operator, energy, chemicals, parts, lab, road access and emergency recovery readiness.	Operating owner	Capacity plan, supplier and route evidence, drills or tests where proportionate	No commissioning or scale

Decision rules. [PP] Proceed from preparation to design only when at least one option is legally feasible, environmentally and socially screenable, operationally viable and affordable within an authorised range. Proceed to construction only on an updated record with design, cost, land, authority, financing, procurement, maintenance and stress-test evidence. Add a module only when observed service, demand, cost and resilience cross the pre-authorised threshold. Pause when a rights, water-quality, environmental, funding or safe-operating floor fails.

Strongest rejected alternative: commit immediately to the ultimate full scheme. Its strongest case is speed, integration and possible scale economy. It is rejected at this decision stage because missing baseline, site, dependency, whole-life cost and operating evidence make premature scale an avoidable irreversible risk. Reconsider at comparative feasibility when those facts are available.

Worked case 3. Permit service before portal

Illustrative digital and regulatory record

Record	PITONS-ILL-PERMIT-01	Evidence cut-off	20 August 2026
Status	Method illustration; no current programme is represented	Lane	Standard; escalate if scope, rights or exposure requires
Assumed horizon	[PP] Bounded service-cluster pilot; 12-month return	Decision stage	Process and standards pilot, not national platform procurement

Objective supplied for the illustration. [PP] Reduce avoidable time, uncertainty and repeated submission for a defined group of permits while preserving each authority's lawful safeguards, reasons, human judgment and appeal.

Decision question. Should Government digitise existing forms, build a single national permit portal, or first establish a legally mapped common service standard and test an interoperable assisted process for a bounded permit cluster?

Illustrative advice. Conditionally authorise Option B: map the law and source-of-truth records, remove verified duplicate steps, define a shared application and status schema, and pilot one bounded service cluster with online, telephone and in-person access. Do not procure a monolithic national platform or declare a universal approval clock before authority, process, capacity, privacy, cyber, interoperability and vendor-exit gates are evidenced.

Decision-facing PITONS findings

Test	Finding
P. Problem and purpose	[UN] A live case must measure complete and incomplete applications, repeat information requests, queue time by stage, decision time, statutory time, withdrawal, appeal, user cost and staff rework. The problem may be unclear requirements, serial review, capacity, law, data mismatch or demand, not the absence of a portal. Success is a lawful, understandable and accessible decision service, not account creation or page views.
I. Intervention readiness	For each permit, authenticate authority, required evidence, discretion, consultation, inspection, reasons, review and appeal. Name the legal source of truth and the officer responsible for each status. Establish identity and representative routes, records retention, access controls, audit trail, incident response and data-sharing authority. Confirm staff capacity to decide cases. A front end cannot cure an unresolved operating model.
T. Total consequences	O1: applicants may save trips and uncertainty, but digital-only design can exclude people or shift work to them. Staff may gain a shared file or inherit extra reconciliation. O2: applicants and intermediaries may optimise declarations; agencies may protect separate queues; suppliers may encourage customisation and lock-in; published clocks may drive premature rejection. O3: identity, payments, mapping, inspection, records, cyber support, connectivity and legal review become common dependencies. O4: Government can inherit portable standards and better records, or a brittle vendor-specific platform, duplicated databases and permanent licence costs.
O. Options	A: place existing forms online with limited process change. B: legal and service redesign, common schema, assisted channels and bounded interoperable pilot. C: procure a single national portal and migrate all permits. D: agency-specific systems with mandatory interoperability standards. Test each against volume, complexity, user access, staff capacity, outage, cyber incident, vendor failure, policy change and appeal.

Test	Finding
N. Navigation	Sequence: inventory and baseline; lawful process map; user and staff test; data and interface standard; manual assisted prototype; limited technical pilot; independent security and accessibility test; service acceptance; return decision. Keep an offline and exportable source-of-truth route. Contract for data portability, documented interfaces, change control, audit access, knowledge transfer and exit.
S. Scrutiny	Preserve pre-pilot time, completeness, rework, decision quality, appeal, user effort, distribution, staff workload and cost. Compare like cases and explain scope changes. Monitor false completeness, premature rejection, unresolved cases moved outside the system, assisted-channel wait and incidents. Register a 12-month continue, adapt, scale or stop decision.

Option disposition

Option	Strength	Critical risk	Disposition
A. Forms online	Fast, visible and low initial integration.	Digitises ambiguity and may add a channel without reducing rework.	Use only as an accessible interim improvement where the form is already lawful and usable.
B. Standards and bounded service pilot	Tests the full decision service, supports assisted access and preserves architecture options.	Requires cross-agency ownership and disciplined scope.	Preferred illustrative pathway, subject to gates.
C. Monolithic national portal	Single public entry point and potential scale.	Premature centralisation, vendor dependence, cyber concentration, difficult migration and false standardisation of distinct laws.	Return for redesign; no procurement.
D. Federated services with common interfaces	Preserves agency control and can reduce single-node failure.	Inconsistent user experience and weak compliance with standards if governance is poor.	Retain as strongest architectural rival and potential end state.

Launch gates and acceptance

Gate	Required evidence before pilot
L. Legality, rights and legitimacy	Permit-by-permit legal map; authority for collection, sharing and retention; privacy and records review; reasons, human review and appeal preserved; accessible assisted route; no automatic adverse decision solely from an untested rule.
R. Resilience and system coupling	Source-of-truth owner; dependency and privilege map; threat model; backup and tested restore; offline continuity; incident ownership; interfaces and rate limits; no single supplier credential or service whose failure makes lawful work impossible.

Gate	Required evidence before pilot
F. Future options, recovery and learning	Open documented schema; export in usable format; configuration and decision-rule ownership; termination assistance; manual fallback; stage exposure cap; baseline and evaluation registered; scale requires a new record.

Pilot acceptance standard. [PP] A representative applicant can understand requirements, submit through online or assisted routes, receive a case ID, correct an incomplete file, obtain status and reasons, and use the lawful review route. An authorised officer can verify source records, exercise lawful judgment, record reasons, protect restricted data and restore service after a test outage. Complete audit export and vendor exit are demonstrated. The pilot is not accepted merely because software is deployed.

Strongest rejected alternative: procure the single portal now and fix processes during implementation. Its strongest case is momentum and one public front door. It is rejected because a contract cannot resolve unclear legal authority, source-of-truth ownership, process conflict or insufficient decision capacity, and may convert those unknowns into costly change orders and lock-in. Reconsider only after the bounded pilot establishes common standards, demand, operating ownership and whole-life cost.

Worked case 4. Post-hazard debris service

Illustrative emergency decision record

Record	PITONS-ILL-DEBRIS-01	Evidence cut-off	Incident time [T0 plus time]
Status	Emergency method illustration; no actual event represented	Lane	Emergency with mandatory retrospective
Initial authority	[UN: cite incident-specific lawful activation and expenditure/procurement authority]	Expiry	[PP] 72-hour initial authority unless positively renewed

Important. This record does not declare an emergency, designate a site, appoint a contractor, set a spending amount or state current institutional capacity. The lawful incident authority must replace every placeholder. Urgency permits proportionate compression of analysis; it does not suspend authority, worker and public safety, environmental control, financial records, or the duty to revisit the decision.

Objective supplied for the illustration. [PP] Restore life-safety access and essential-service routes after a damaging event while preventing secondary injury, fire, blocked drainage, environmental harm, uncontrolled dumping and untraceable expenditure.

Immediate decision question. What bounded debris operations may the incident authority activate for the next 72 hours, with what priorities, exposure cap, safety and environmental floors, contractor controls, fallback and public account?

Illustrative advice. Pass with conditions for Option B: a zone-based controlled service that first clears verified life-safety and essential-service routes, segregates hazardous and recoverable material, uses pre-screened temporary sites only after competent review, and records load, origin, destination, contractor, acceptance and exception. Authorise only the initial operational tranche and exposure cap entered by the lawful authority. Require a 24-hour review, 72-hour renewal or expiry, and Day-30 retrospective.

Minimum contemporaneous record

The decision officer records, at the time of authorisation:

Required field	Incident entry
Threat and verified observations	[what is known, source, timestamp and confidence]
Objective and priority routes or services	[life safety; health; water; electricity; communications; access, as lawfully determined]
Authority	[declaration, Act, plan, delegation, procurement and expenditure route]
Options considered in available time	[including do-minimum and controlled alternatives]
Selected action and reason	
Rights, safety and environmental floors	
Geographic, activity, time and financial exposure cap	
Incident owner, contracting owner, safety owner and pause authority	
Contractor or force-account route and rate control	
Temporary site and material restrictions	
Fallback and recovery if route, site, equipment, fuel or contractor fails	
Public notice and complaint route	
24-hour review, 72-hour expiry and retrospective owner	

Compressed PITONS findings

Test	Finding
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Test	Finding
P. Purpose	Prioritise verified threats to life, access and essential service. Do not equate visible volume removed with restored safety or functioning service. Record who and which places wait, and protect access for emergency vehicles, pedestrians and people with disabilities.
I. Readiness	[UN] Authenticate command, public-health, environmental, land/site, procurement, expenditure and contractor authority. Confirm safety supervision, traffic control, PPE, equipment, fuel, communications, site capacity, material-handling competence, payment records and complaint escalation. Use existing lawful plans and roles rather than inventing an incident structure.
T. Total consequences	Rapid clearance reduces obstruction but can expose workers and the public, damage salvageable property, move hazardous material, block drains elsewhere, overload sites, create dust or fire, divert scarce equipment and invite opportunistic billing. Delay can prolong danger and service outage. Track route restored, material class, destination, injury, complaint, environmental exception, equipment hours and cost, not only truckloads.
O. Options	A: uncoordinated or owner-led clearance, fastest locally but unsafe and untraceable. B: controlled zone-based priorities, segregation, chain of custody and staged contracting. C: wait for complete island assessment, more consistent but may leave immediate hazards. D: mixed public, community and contractor action under one safety and recording protocol. Select by verified threat, not visibility or influence.
N. Navigation	Establish an incident desk; map priority work; issue task IDs; brief safety and material rules; inspect before and after; record load and destination; verify invoice against task, rate and acceptance; publish aggregate status; reassess each operational period. Maintain a manual log and radio or telephone fallback.
S. Scrutiny	Preserve the T0 map, task orders, site logs, photographs where lawful, rate cards, invoices, exceptions, injuries, complaints and environmental tests. At 72 hours compare cleared priority access, unresolved hazards, capacity and cost with the initial record. Day 30 reviews authority, equity, safety, contractor performance, waste fate, cost, fraud controls and lessons.

Non-compensatory emergency gates

Gate	Minimum floor for initial action	Stop, pause or escalation trigger
L. Legality, rights and legitimacy	Named incident authority; documented entry and removal rule; worker and public safety plan; owner/property and complaint procedure; environmental restrictions; lawful procurement, task and payment record.	Authority cannot be authenticated; serious safety breach; unauthorised site or material; unrecorded property removal; protected right cannot be safeguarded.

Gate	Minimum floor for initial action	Stop, pause or escalation trigger
R. Resilience and system coupling	Priority map; equipment, fuel, traffic, drainage, site, communications and essential-service coordination; hazardous-material route; spare capacity and fallback.	Site, road, fuel, equipment or communications failure defeats safe operation; secondary hazard rises; an essential-service owner requires reprioritisation.
F. Future options, recovery and learning	Short authority period; separable task orders; exposure cap; chain of custody; termination and step-in; usable records; fixed review and retrospective.	Cap or expiry reached; records fail; contractor dependence becomes exclusive; evidence required for safe renewal is absent.

Operating stages and decision rules

Stage	Authorised action	Evidence and decision
T0 to 6 hours	Verify priority threats and authority; establish command, safety floor, map, log, exposure cap and public notice; deploy only immediately safe capability.	Incident decision minute signed; unresolved hazards and access limits logged.
6 to 24 hours	Task controlled teams; establish lawful material routes and sites; record and accept work; reconcile safety, environmental and service reports.	24-hour decision: continue within cap, adapt priorities, pause a site or contractor, or escalate.
24 to 72 hours	Expand only against verified demand and capacity; audit a sample of task-to-load-to-site-to-invoice records; publish aggregate progress and exceptions.	72-hour authority expires unless renewed on updated PITONS record and funding.
Days 3 to 30	Transition from emergency clearance to recovery waste plan, ordinary controls and asset/service restoration. Close temporary arrangements and outstanding claims.	Day-30 retrospective, management response and referred investigations where required.

Strongest rejected alternative: remove debris wherever equipment can work fastest and reconcile later. Its strongest case is speed. It is rejected because speed without priority, safety, material control, destination capacity and task-to-payment records can transfer danger, neglect less-visible communities and create unbounded fiscal and environmental exposure.

Worked case 5. Stop and redesign

Illustrative record: one benefits platform before one lawful service

Record	PITONS-ILL-STOP-01	Evidence cut-off	20 August 2026
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Record	PITONS-ILL-STOP-01	Evidence cut-off	20 August 2026
Status	Method illustration; no current procurement or programme represented	Lane	Major or high-consequence because rights, sensitive data and lock-in may be material
Proposed decision	[PP] Issue a single-vendor procurement for an island-wide benefits eligibility and case-management platform	PITONS outcome	Stop this commitment; authorise bounded service discovery and redesign

Objective supplied for the illustration. [PP] Make access to specified public benefits more understandable, timely and consistent; reduce repeated requests for the same information; preserve lawful eligibility decisions, reasons, review and human support.

Decision question. Is the proposed single-vendor island-wide platform ready for procurement, or should the objective be pursued through a staged service, legal and data redesign first?

Illustrative advice. Stop the platform procurement at its current definition. The advice is not to abandon the objective or reject digital tools. It prevents a technology commitment from determining unresolved law, eligibility rules, inter-agency data use, human review, operating ownership and future architecture. Authorise a time-bounded redesign: service and legal inventory; user and staff research; source-of-truth and data-authority map; minimum common schema; assisted non-digital route; manual prototype; and one low-exposure pilot subject to a new record.

Why the proposal fails each gate

Gate	Evidence available in the illustration	Finding	Decisive reason
L. Legality, rights and legitimacy	[UN] No benefit-by-benefit authority map, lawful data-sharing basis, notice, correction, reasons, review, retention or protected human-judgment protocol is supplied.	Stop	Contract configuration cannot create legal authority or lawfully harmonise different eligibility powers. Adverse decisions and sensitive-data linkage require explicit safeguards before procurement.
R. Resilience and system coupling	[UN] No current service demand/capacity baseline, source-of-truth ownership, identity and payments dependency map, cyber threat model, outage fallback, supplier-market test or whole-life operating capability is supplied.	Stop	The proposal may concentrate several essential services, data and staff workflows in one failure and vendor node without tested recovery.

Gate	Evidence available in the illustration	Finding	Decisive reason
F. Future options, recovery and learning	[UN] No open data model, documented interfaces, usable export, configuration ownership, termination assistance, manual bridge, stage exposure cap, evaluation baseline or scale rule is supplied.	Stop	The proposed commitment could close architecture and supplier options before Government learns whether common service rules work.

No amount of expected convenience, speed or procurement scoring can compensate for these gate failures. PITONS therefore produces no composite score.

Decision-facing analysis

Test	Finding
P. Problem and public purpose	[UN] Establish where delay and repeat evidence arise for each service: law, unclear guidance, inaccessible application, verification, staff capacity, source mismatch, review or payment. Measure abandoned applications, time and visits, incomplete files, adverse decisions, review outcomes, staff rework and distribution. The objective is lawful access and decision, not a common login.
I. Intervention readiness	Map each responsible authority, eligibility rule, evidence source, discretion, reason and appeal. Name the source-of-truth owner, case owner, data owner, security owner, assisted-channel owner and pause authority. Verify the operating workforce before automation.
T. Total consequences	Potential gains are simpler navigation and reduced repetition. Risks include wrongful exclusion at scale, surveillance or function creep, digital exclusion, automation bias, identity mismatch, staff work shifted rather than removed, common cyber failure, licence escalation and loss of negotiating leverage. Report these by service and affected group.
O. Options	A: improve guidance and assisted navigation within current systems. B: establish common definitions and interfaces, then pilot one service journey while records remain federated. C: procure the proposed single platform. D: shared navigation and status layer with agency source records. E: targeted process/capacity reform without new shared technology. Retain C as a later option, not the assumed destination.
N. Navigation	Redesign sequence: inventory; baseline; legal and rights review; user/staff journey; rule and data map; assisted manual prototype; architecture and supplier-market test; security/privacy/accessibility review; bounded pilot; independent file audit; return. Each stage has an exposure cap and usable artefact even if the next stage stops.

Test	Finding
S. Scrutiny	Register decision accuracy, reasons, review and reversal, time, repeat evidence, abandonment, assisted-channel wait, staff workload, incidents, false matches, distribution and whole-life cost. A reduction in front-end time is not success if wrongful exclusion or back-office backlog rises.

Redesign authorisation

Work package	Permitted output	Boundary and stop rule
Service and legal inventory	Authenticated map of objective, authority, eligibility, evidence, decision, reasons, review, records and owner for each candidate service.	No assumption that rules may be harmonised; unresolved authority excludes the service from pilot.
Baseline and field work	Privacy-safe demand, time, failure, workload and distribution baseline; accessible user and staff research.	No live cross-service data linkage merely for discovery.
Common minimum	Plain-language navigation; data definitions; status vocabulary; portable interface and audit requirements; assisted route.	Common standard must not erase service-specific law or professional judgment.
Manual or low-code probe	Test one end-to-end journey using minimum data and existing lawful source records.	No automated adverse decision, exclusive supplier or irreversible migration.
Return decision	Options, architecture, supplier market, whole-life cost, gate evidence, pilot results and strongest rival.	No platform procurement without a new major-lane decision record.

Strongest rejected alternative: issue the procurement now with contractual conditions for privacy, interoperability and exit. Its strongest case is faster market engagement and the possibility that an experienced supplier helps solve integration. It is rejected because procurement cannot legitimately delegate unresolved public authority and service design to bidders; vague conditions are likely to become priced change, delay or lock-in. Reconsider market engagement after Government owns the service map, minimum standards, data authority, operating model, acceptance tests and exit artefacts.

Learning value of the stop. The stopped commitment is not a failure of delivery. It is a successful prevention decision if the record preserves the evidence, releases unneeded exposure, redirects work to the public objective and defines what would justify a later commitment. Record avoided cost only as a transparent scenario, never as a realised saving without an evidenced counterfactual.

Part IV. Legal fit, governance and stewardship

This Part keeps the proposed Standard inside Saint Lucia's actual decision system. It distinguishes current legal floors, triggered duties, administrative arrangements and proposed PITONS practice. It also states how an adopting authority can pilot and govern the Standard without creating a parallel approval bureaucracy.

25. Status, purpose and rule of reading

This section is current to the evidence cut-off of 20 August 2026. It is a working legal and institutional map for appraisal, not legal advice and not an authenticated consolidation of Saint Lucian law. Before a live decision relies on it, the sponsoring body must verify the operative text, commencement, amendments, delegations and case-specific triggers with the Attorney General's Chambers or appropriately authorised counsel.

The PITONS Standard does not create legal authority, appropriate money, confer a power on Cabinet, Parliament, a Minister, an Accounting Officer or any other body, or displace a statutory decision-maker. It does not make an administrative practice legally mandatory merely by describing it. The record must cite the lawful source for the underlying decision and identify the person or body that may exercise it.

Throughout the Standard, the following status codes prevent a proposed appraisal discipline from being mistaken for law:

Code	Meaning	Rule of use
M	Generally mandatory under verified current law within the provision's scope	Cite the operative provision and state who is bound.
C	Mandatory only when a statutory or factual trigger applies	Name the trigger, show whether it is met, and identify the competent authority.
A	Current administrative role, process or guidance	Identify its source and owner. Do not present it as legislation.
P	Proposed PITONS practice	It becomes an internal requirement only if adopted by a competent body and never overrides law.

In a PITONS requirement, **must** means required for PITONS conformance. It denotes a legal duty only where the same passage is marked M or C and the cited law has been verified. **Should** means the normal course, with a recorded reason for departure. **May** identifies a permitted method or choice.

Where law and PITONS differ, the law prevails. Where another mandatory process demands more, both apply. Where two legal requirements appear to conflict, the record must stop at the Legality gate until competent legal advice resolves the issue. A favourable appraisal is never a cure for lack of power, appropriation, permission, due process or respect for rights.

26. Compact legal crosswalk

The crosswalk identifies the principal legal and administrative connections known at the evidence cut-off. It is a starting map, not a substitute for decision-specific legal review.

Source and provision	Current floor relevant to appraisal	Status	PITONS connection	Verification owner
Constitution of Saint Lucia, ss.6, 61, 69, 78, 84 and 120	Constitutional supremacy; property acquisition for a public purpose and compensation; Cabinet's constitutional position and collective responsibility; ministerial and Permanent Secretary administration; lawful withdrawal of public money; independent audit.	M/C	Record public purpose, decision authority, property effects, appropriation path and audit trail. Do not imply that appraisal transfers a constitutional power.	Constitutional or public-law counsel
Public Finance Management Act 2020, ss.12, 32, 36, 63, 65, 77 and 113	Accounting Officer responsibilities; estimates and appropriation; statutory routes for borrowing and guarantees; audit and reporting; repeal of the former Finance (Administration) Act.	M/C	Name the Accounting Officer, show budget and medium-term effects, authority for commitment, borrowing or guarantee, and the route from approval to accounts and audit.	Finance and authorised counsel
Public Finance Management Regulations, regs.11 and 173	For covered new service, programme and capital submissions, reg.11 requires objectives and policy relationship, social and environmental effects, economic feasibility including socio-economic and environmental return, total and comparable costs, climate, gender and disaster indicators, and medium-term, recurrent and deficit effects. Reg.173 requires quarterly programme-target monitoring and reporting.	M within scope; C as to the covered submission	PITONS adds a consistent decision question, baseline, options, incidence, uncertainty, readiness, operating responsibility, conditions and evaluation. The record should be reusable for budget entry and quarterly reporting rather than duplicate them.	Finance and sponsoring Accounting Officer
Public Asset Management Regulations, SI 42/2024	Within scope, the asset system addresses planning, need, options and risk; appraisal and expertise; operations and maintenance; registers, performance indicators and ex-post review.	M/C	Test service need before asset form, whole-life cost, operating capability, maintenance funding, condition, resilience, handover, acceptance and disposal or recovery.	Finance, asset owner and authorised counsel

Source and provision	Current floor relevant to appraisal	Status	PITONS connection	Verification owner
Public Procurement Act 2023, ss.3, 4, 9, 10, 39, 42, 73, 76, 81, 85, 86, 93 and 96-99; Public Procurement Regulations, SI 133/2023; Amendment Act No.1 of 2026	Principles, exclusions and donor cases; Procurement Unit and Accounting Officer roles; procurement planning tied to budget and confirmed funds; criteria and award; contracts and amendments; records; monitoring of contractor and output or outcome quality and quantity; post-completion evaluation where required; PPP screening, feasibility and business case. Section 81 records are retained for at least five years and connect procurement, expenditure, contract price, actual cost and performance.	M/C	Keep the public-purpose and option decision distinct from supplier selection. Link the same stable record to the procurement plan, specifications, evaluation criteria, award, contract, changes, acceptance and post-completion review. Apply the 2026 amendment and identify any s.4 exclusion or donor procedure.	Accounting Officer, PPU and authorised counsel
Physical Planning and Development Act, including ss.16, 22, 25 and 57	Permission, environmental assessment or statement, referral, consultation and enforcement requirements may be triggered by location, activity, class or effects. Crown or state involvement is not a general exemption.	C	Map land, permission, EIA or EIS, public participation, conditions and sequencing before commitment. A Cabinet referral under s.25 must not be described as a universal project-approval stage.	Head/DCA, Planning and authorised counsel
Disaster Management Act, including ss.5, 11, 14 and 16	Establishes disaster-management policy, programme, plan, liaison and coordination roles, including relevant roles for NEMO.	M/C	Add multi-hazard exposure, minimum service, dependencies, acceptable downtime, recovery time, contingencies and lawful inter-agency roles. Do not convert a consultation or coordination role into universal approval power.	NEMO, sector owner and authorised counsel
Audit Act, including ss.6 and 13; Constitution s.84; PFM Act s.77	Supports independent examination and reporting, including economy, efficiency, effectiveness and the adequacy of performance measurement.	M/C	Preserve evidence, versions, calculations, decisions, performance results and management responses. Audit is independent ex-post assurance, not routine pre-approval or project sponsorship.	Director of Audit and authorised counsel
Data Protection Act and commencement instrument, including ss.42-43	Part I, ss.32-43 of Part III, Part VI and specified provisions of Schedule 2 were brought into force from 31 January 2023. Other machinery must not be treated as commenced without verification.	M/C only for commenced provisions within scope	Record lawful data purpose, necessity, access, quality, security, retention, sharing, human review and affected-person safeguards. Use a privacy and data-impact review as PITONS practice where useful, without misdescribing uncommenced machinery as a statutory PIA duty.	Authorised counsel, data controller and security owner

Source and provision	Current floor relevant to appraisal	Status	PITONS connection	Verification owner
Climate Change Act No.3 of 2024	The Act provides for commencement by Ministerial Order. No commencement order was located in the official indexes reviewed through 20 August 2026.	UN pending authentication, not M	Use climate and transition analysis because it is required in relevant PFM submissions and is sound SIDS appraisal practice. Do not claim the Climate Change Act's substantive provisions are operative unless an order is verified.	Authorised counsel and climate-policy office
Government planning and delivery arrangements, including Economic Planning, the National Development Unit and NIPP	These bodies perform technical, planning, PSIP, capital-estimates, donor, delivery or infrastructure functions administratively. A July 2026 drafting terms of reference indicates that clearer legislative mandates for relevant divisions were still being prepared.	A	They may challenge, coordinate or support cases if formally assigned. Do not present any of them as a statutory universal gate or as replacing the Accounting Officer or legal decision-maker.	Cabinet/Finance/Planning as applicable
Sector law, licences, professional rules, collective arrangements, contracts and court orders	May supply the actual power, duty, regulator, permission, consultation, appeal, employment, safety, service or enforcement rule for a case.	M/C	Every record must contain a case-specific authority schedule. The national crosswalk is never enough on its own.	Relevant counsel, regulator and sector owner
PITONS fields, gates, conditions, public record and learning cycle	A common appraisal and decision-record discipline proposed by this Standard.	P	Apply only within the scope of a valid adoption or voluntary use. PITONS advises and records; the lawful decision-maker decides.	Adopting body and Standard steward

26.1 Authentication cautions

1. **Revised laws.** Attorney General's Chambers pages for the 2023 Revised Laws carry an authentication warning. For live use, verify the operative text against the Gazette, commencement and amendment instruments, and current advice from the Attorney General's Chambers.
2. **PFM and Audit bridge.** The PFM Act 2020 repealed the Finance (Administration) Act. Audit Act s.5 retains a cross-reference to the repealed Act. Confirm the current statutory bridge, including Constitution s.84 and PFM Act s.77, rather than silently repairing the text in an appraisal.
3. **Procurement consolidation.** Read the 2023 Act and Regulations with Public Procurement (Amendment) Act No.1 of 2026, including rules affecting statutory bodies, approvals and signatures. Identify any s.4 exclusion or donor procedure; an exclusion from one procurement route is not an exemption from fiscal control, lawful authority, records or appraisal.
4. **Climate commencement.** Until the required Ministerial Order is authenticated, the Climate Change Act 2024 is a source to verify, not a basis for claiming operative duties.

5. **Data protection commencement.** Apply the portions commenced from 31 January 2023. Do not label uncommenced privacy-impact-assessment machinery mandatory. A proportionate data-impact assessment can still be required as proposed PITONS practice.
6. **Access to information.** The publicly circulating 2009 instrument reviewed identifies itself as a Bill. The Standard therefore does not claim that a general access-to-information Act was verified. Public records under PITONS are proposed practice plus any decision-specific publication duty; withholding must rest on lawful authority, not convenience.
7. **Rights and equality.** Constitutional and statutory rights are cross-cutting and fact-specific. Do not convert Constitution s.13 into a broader categorical equality duty than its text supports. Appraisal may examine wider distribution, accessibility and dignity as public-value questions, but must label that analysis separately from law.
8. **Sector specificity.** Land, environmental, labour, utility, financial, health, education, telecommunications, tax, regulatory, contractual and professional requirements must be added for the decision at hand. The absence of a row here means unresolved, not unrestricted.

27. The Legality, rights and legitimacy gate

The **L gate** is non-compensatory. A benefit-cost result, urgent political priority or attractive supplier proposal cannot outweigh lack of authority or an unresolved rights breach. The sponsor must complete the gate at initial framing, before an irreversible commitment, at material change, and before service commencement where authority or safeguards can change.

The gate record must answer:

1. **Power and duty.** What provision, delegation, contract or prerogative supplies the power to decide and implement? Is any duty engaged? Who may exercise it, and on whose advice?
2. **Objective boundary.** Is the stated government objective lawful, sufficiently clear to appraise and assigned by a competent authority? If it is unlawful, contradictory, materially vague or impossible, return it to that authority. The appraisal team must not silently rewrite it.
3. **Public money.** What estimate, appropriation, warrant, fund, revenue, borrowing, guarantee or other authority is required before expenditure or commitment? Are recurrent and contingent exposures included?
4. **Instrument.** Is legislation, regulation, administrative action, procurement, grant, tax measure, service redesign, contract or information measure legally capable of producing the intended effect? Are enforcement and appeal routes lawful and workable?
5. **Rights and people.** Which property, due-process, privacy, labour, safety, non-discrimination, participation, access, language, disability or other rights and legitimate interests may be affected? What lawful safeguards, remedies and consultations apply?

6. **Land, environment and permits.** What ownership, access, planning permission, EIA or EIS, licence, easement, consent or condition is triggered, and when?
7. **Procurement and competition.** When does the policy or option decision become a procurement? Are the route, criteria, conflicts, records, publication, contract, amendment and verification controls lawful?
8. **Data and digital authority.** What data can be collected, matched, disclosed, automated, retained or transferred, for what purpose, and under whose control? What security, offline route, human review, correction and appeal are required?
9. **Publication and protection.** Which material must be published, may be withheld, or must be protected? Who decides, under what authority, and when will withholding be reviewed?
10. **Change and closure.** Which changes require legal review, reapproval, contract amendment, new appropriation or consultation? Who may pause, terminate, regularise or close the intervention?

The legal verifier must record the sources reviewed, version and access date, questions outside scope, assumptions, conclusion and next review trigger. A legal sign-off is evidence about law. It does not certify the evidence base, value for money, deliverability, resilience or political wisdom of the proposal.

The gate outcome is one of four dispositions:

Outcome	Meaning	Required consequence
Pass	Authority and triggered requirements are sufficiently established for the next bounded commitment.	Record the verified basis and next legal review trigger.
Pass with conditions	A curable requirement remains and the next step is lawful and reversible.	Name the owner, deadline, evidence and automatic pause or return consequence.
Return for redesign	The instrument, safeguard, consultation, authority route or option must change.	No irreversible commitment until the redesigned case returns through the gate.
Stop	No lawful route, appropriation or acceptable rights-preserving form is available on the evidence.	Stop the option. Return the objective to the competent authority if appropriate.

An unresolved legal issue is not a zero-risk entry. It is an explicit **UN** claim with an owner, due date and decision consequence.

28. Institutional boundary map

PITONS creates a common record across institutions; it does not merge their powers. The record should show each role separately even if, in a small case, one person performs more than one operational function.

Institution or office	Proper boundary in the decision system	Misstatement to avoid
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Institution or office	Proper boundary in the decision system	Misstatement to avoid
Cabinet	Constitutional executive and policy body; decides the budget and a covered PPP business case where law assigns that role.	“Cabinet approves every project” or “Cabinet approval cures missing statutory permission.”
Parliament / House of Assembly	Appropriates public money, authorises covered borrowing and guarantees, and receives audit reporting through the constitutional and statutory routes.	“Parliament appraises or manages the project.”
Minister / policy authority	Sets or carries the authorised objective and makes decisions within the relevant power and Cabinet arrangements.	“A Minister’s preference is evidence that an option is best” or “appraisal sets the objective.”
Permanent Secretary / Accounting Officer	Carries the applicable constitutional administrative and PFM responsibilities. The sponsoring AO should own the record through budget, procurement, operation, benefits, evaluation and closure. If the PS and AO roles differ, name both.	“Technical support or an assurance panel assumes the AO’s responsibility.”
Finance / Minister or Director of Finance	Leads the fiscal and budget system and performs the functions assigned by PFM law. May steward cross-government appraisal parameters only if formally designated.	“PITONS itself appoints Finance as parameter authority” or “budget provision is operational readiness.”
Economic Planning / NDU / NIPP	May provide administrative planning, PSIP, delivery, donor, capital or infrastructure support and challenge within assigned arrangements.	“An administrative support role is already a statutory universal approval gate.”
Procurement bodies	The Accounting Officer, Public Procurement Unit, Procurement Committee or Board acts by statutory function and threshold. PPU supports planning, specifications, records, implementation and outcomes.	“Procurement chooses the policy objective” or “the Procurement Manual is legislation.”
Planning and environmental authorities	The Head/DCA and other competent authorities determine permissions, assessment and conditions when triggered.	“A public project is generally exempt” or “Cabinet referral under PPDA s.25 is universal.”
NEMO and disaster bodies	Coordinate the disaster-management policy, programme, plan and relevant appraisal or liaison functions assigned by law.	“NEMO is a universal project approval board.”
Attorney General’s Chambers / authorised counsel	Authenticates law, commencement, authority, instrument, rights, delegations, enforcement, appeal and lawful withholding.	“Legal review decides value for money” or “PITONS is legal advice.”

Institution or office	Proper boundary in the decision system	Misstatement to avoid
Director of Audit / PAC	Provides independent ex-post audit and legislative accountability within constitutional and statutory roles.	"Audit is sponsor, project manager or routine preapproval authority."
Communities, users and affected persons	Supply evidence of effects, feasibility, access, trust and legitimacy, and exercise any applicable rights to consultation, objection, correction or appeal.	"Consultation transfers the lawful decision" or "participation is satisfied by notice alone."

29. Governance model for an adopted Standard

The arrangements below are **P** proposed PITONS practice. An adopting authority must assign them lawfully and state any variation. Titles can differ; functions cannot be left ownerless.

29.1 Decision rights and role separation

Function	Minimum responsibility	Non-transferable boundary
Adoption authority	Define scope, commencement, thresholds, lanes, exceptions, transition, governance and relationship to existing rules.	Cannot enlarge its own or another body's statutory power.
Standard steward	Maintain the core text, schema, templates, guidance, training, conformance rules, source register and change log. Issue interpretation notes without changing the Standard by stealth.	Does not decide cases and must not authenticate law outside its authority.
Parameter steward	Publish authorised or interim assumptions, units, base years, methods, sensitivities, source and refresh dates. Maintain local reference classes.	Must not present a PITONS analytical convention as a national parameter unless competent authority adopted it.
Sponsoring AO / case owner	Keep one complete, current record from framing through closure; secure resources; resolve conditions; connect budget, procurement, contract, asset, operation and evaluation.	Statutory accountability remains with the designated officer.
Policy or decision owner	Confirm the objective and lawful decision question; consider advice, trade-offs and dissent; make or recommend the decision within authority; give reasons.	Appraisers and reviewers advise; they do not acquire the decision-maker's power.
Appraisal lead	Assemble the team; apply PITONS proportionately; separate evidence, calculation, inference, scenario, reported claim and proposal; preserve the strongest rival.	Must disclose conflicts and must not suppress a material dissent or uncertainty.

Function	Minimum responsibility	Non-transferable boundary
Delivery and operating owners	Define mobilisation, acceptance, service levels, workforce, assets, maintenance, data, continuity, recovery, handover and closure. Confirm readiness before launch.	A construction or contract completion certificate is not proof of a functioning service or realised benefit.
Benefits and evaluation owner	Preserve baseline, evaluation questions, measures, method, data access, ethics, timetable, management response and next decision.	Must be able to report null and adverse findings, not only expected benefits.
Legal verifier	Verify current law, triggers, instrument, delegation, rights, permissions, publication and protected material at named gates.	Legal verification does not approve policy merit, affordability or delivery.
Assurance lead or panel	Challenge framing, options, evidence, calculations, gates, conditions, readiness, publication and evaluation; preserve minority views.	Assurance advises the lawful decision-maker and cannot become ceremonial certification.
Records and publication custodian	Operate access controls, stable identifiers, version history, public release, redaction log, review dates, retention, accessibility and machine-readable data.	Withholding must rest on a lawful ground and named authority, not reputational discomfort.

One person may perform several functions where risk and capacity justify it, but the lawful decision owner must not be the sole independent assurer of a major case. The record must disclose role combinations and the mitigation for any conflict. Statutory responsibilities cannot be reassigned by a RACI chart.

29.2 Stewardship charter

Before compulsory or cross-government use, the adopting authority must publish or internally approve a stewardship charter that states:

- the authority and scope of adoption, commencement date, exclusions and transition rule;
- the accountable Standard steward, funding, staffing and service level;
- who may issue binding amendments, non-binding guidance, parameter updates and urgent legal notices;
- how practitioners request interpretations and challenge an interpretation;
- the assurance model for each lane and the method for selecting independent reviewers;
- conflict, recusal, confidentiality and minority-view rules;
- the record system, retention, public-release and protected-annex controls;
- the schedule for legal authentication, accessibility review, annual performance reporting and independent review;

- the process for exceptions, emergency use and allegations of false conformance; and
- the route for retiring fields, templates, parameters and digital schemas without breaking old records.

The steward should maintain a public issues register and a dated legal-verification register. An interpretation that changes a proof obligation, decision right or conformance threshold must be processed as an amendment, not hidden in training material.

30. Proportionate assurance

Assurance is an independent challenge to the quality and completeness of advice. It does not guarantee success and does not replace the decision-maker, Accounting Officer, legal reviewer, procurement body, planning authority, auditor or evaluator.

Lane	Minimum proposed assurance	Timing
Rapid	A reviewer independent of drafting checks objective boundary, authority, baseline, real alternatives, critical evidence, three gates, exposure, conditions and next decision.	Before commitment, with a fixed return date if evidence remains.
Standard	Cross-functional peer challenge covering public value, fiscal and operational consequences, law, options, evidence, delivery, resilience, publication and evaluation.	At framing, preferred-option selection and readiness to commit or launch.
Major / high-consequence	A conflict-screened panel independent of the sponsoring team, with legal, economic, finance, delivery, operations, resilience, data and affected-person expertise proportionate to the case.	Before material option lock-in, procurement or financing commitment, contract award where the case has changed, and operational handover.
Emergency	Concurrent legal and operational check to the extent feasible, followed by independent retrospective assurance at the fixed return date.	At the earliest safe point and no later than the expiry of the emergency authority recorded in the case.

The assurance report must state:

1. case ID, version, lane, review scope, reviewers, expertise, conflicts and recusals;
2. the decision and irreversible commitment being reviewed;
3. whether the objective was treated as given and any issue returned to the setting authority;
4. the strongest rejected alternative and whether it received fair evidence and challenge;
5. material evidence, model, parameter, distribution, delivery, resilience, rights and fiscal-risk weaknesses;
6. the L, R and F gate dispositions;

7. pass, pass with conditions, return for redesign or stop, with reasons;
8. every condition's owner, due date, evidence and automatic consequence;
9. unresolved and minority views, in the reviewers' own concise wording; and
10. the next decision, publication layer and review trigger.

The sponsor must respond to every material finding. It may disagree, but must record the reason and the lawful decision-maker must see the unresolved dissent. Reviewers must not negotiate away a finding merely to produce a clean certificate.

30.1 Assurance independence and conflict control

For standard and major cases, the selecting authority must document competence, independence and any prior involvement. A reviewer must disclose financial, professional, political, family, supplier, advisory and authorship interests material to the case. The assurance lead decides recusal under the adopted rule and records the outcome. Confidentiality protects lawful interests; it must not prevent a protected minority report from reaching the decision-maker or later lawful review.

No composite PITONS score may be used as assurance. Separate gate failures, distributional harms, cash exposure, fiscal risk, operational readiness and uncertainty must remain visible. A green average cannot conceal a red legality, resilience or recoverability finding.

31. Conditions, exceptions and reapproval

A conditional decision is not a completed approval. Every condition must have:

- a stable condition ID and link to the decision version;
- the exact action or evidence required;
- an accountable owner with authority and resources;
- a deadline tied to the commitment sequence;
- an independent verifier where material;
- an automatic consequence of expiry, such as pause, return, exposure cap, redesign or stop; and
- a public status or recorded lawful reason for protection.

Conditions cannot remain open indefinitely. A material change in objective, scope, option mechanism, distribution, cost, schedule, funding, procurement route, supplier dependence, asset life, operating model, law, data use, risk or expected benefit requires the case owner to apply the adopted change threshold and either update, reappraise or return for reapproval. Contract change control cannot substitute for a changed public decision.

An exception to PITONS must be authorised by the body named in the stewardship charter and recorded with scope, reason, legal basis if relevant, exposure cap, affected fields, compensating control, owner,

expiry and return date. No PITONS exception can waive law, constitutional responsibility or the lawful rights of affected people.

Emergency action uses the minimum lawful record, not no record. At minimum it identifies the authority, public purpose, urgent threat, selected action and alternatives considered, expected exposure, rights and safety safeguards, funding, procurement route, operating owner, stop or expiry trigger, records custodian and retrospective date. Extensions require an updated decision, not automatic rollover.

32. One record, three publication layers

The same stable record must connect framing, appraisal, authority, budget, procurement, contract, asset, service operation, performance, evaluation and closure. It must not fork into incompatible Cabinet, budget, procurement and public versions. Sensitive content is separated by access layer, not by changing the underlying facts.

Layer	Minimum content	Control
Internal pre-decision record	Complete evidence, models, challenge, dissent, live procurement material and privileged or sensitive annexes needed by authorised decision-makers.	Role-based access; version history; retention; no automatic public-release assumption.
Post-decision public record	Decision question; objective source; lane; options including baseline and strongest rival; principal consequences and distribution; total exposure; evidence status; gate outcomes; reasons; owners; conditions; triggers; procurement and delivery milestones safe to release; results and evaluation calendar.	Plain-language and accessible publication; stable ID; permanent correction and change history; machine-readable fields where lawful.
Protected annex	Properly protected Cabinet material, legal privilege, personal or medical data, security-sensitive details, commercially sensitive live procurement material and other lawfully restricted content.	Each withholding entry records the material class, reason, legal or administrative authority, decision owner, date, review or release date and what safe summary was published.

The adoption instrument should set a normal post-decision release period. Every case must name its actual publication date before decision. If release is delayed, the record states who authorised the delay, why, under what authority and when it will be reviewed. Later contract award, material amendment, launch, evaluation, management response and closure should update the same public record where lawful.

Publication is not a data dump. The public record must allow a reasonable reader to identify what was decided, why, compared with what, on which evidence, at what whole-life and fiscal exposure, for whose benefit or burden, subject to which conditions, owned by whom, and when the decision will next

be tested. Where language, disability, connectivity or literacy would otherwise exclude materially affected people, provide an accessible route, including a Kwéyòl or oral summary where proportionate.

Corrections must preserve the original version, state what changed, why, by whom and when, and whether the change affects the decision. A new document must not erase an inconvenient earlier forecast, rejected option or condition.

33. Conformance

A record may claim **PITONS conformant** only when it:

- uses the applicable lane and anti-splitting rule;
- has a stable ID, version history, named lawful decision and objective source;
- completes P, I, T, O, N and S proportionately, including a real baseline and strongest rejected alternative;
- applies the L, R and F gates separately, with no composite score;
- distinguishes official or corroborated fact, calculation, inference, estimate or scenario, reported claim, proposal and unresolved matter;
- identifies decision, appraisal, legal, delivery, operating, benefits, assurance and record owners;
- links budget, procurement, contract, asset, service, results and closure records where relevant;
- gives every condition an owner, deadline, evidence test and automatic consequence;
- records dissent, uncertainty, next decision and return trigger; and
- operates the required public and protected layers with a redaction log.

A case missing a material requirement may be described as **PITONS-informed**, with the omissions listed. It must not display a conformance mark. The steward should sample conformance, publish aggregate findings and require correction of false claims. Conformance means that the decision process and record meet this Standard; it does not certify that the chosen policy will succeed.

34. Controlled implementation

The Standard should enter use as an operating system, not as an additional form. An adopter should complete the following sequence.

Phase	Required action	Exit test
1. Authorise	Approve the adoption statement, scope, legal basis, lanes, thresholds, anti-splitting rule, exceptions, role owners, funding and commencement.	Competent authority and legal verifier confirm the arrangement does not alter statutory decision rights.

Phase	Required action	Exit test
2. Wire existing processes	Map each PITONS field once to Cabinet, MTEF/PSIP, estimates, procurement, contract, asset, quarterly reporting, audit and evaluation records. Design imports and exports rather than re-entry.	A field concordance shows one source of truth, owner, timing and access layer for every recurring field.
3. Authenticate and equip	Complete the legal register; issue the parameter book and interim rules; configure stable IDs, versions, protected annexes and public records; train and calibrate users on common cases.	Users can reproduce the lane, gate and disposition on calibration cases; no live case depends on an unauthenticated mandatory claim.
4. Controlled commencement	Apply PITONS to contrasting decisions across service, capital, regulatory or digital, and emergency work. Record time burden, disagreement, option change, conditions, publication and decision effect.	The steward corrects material ambiguity and demonstrates that the record improves a real decision rather than duplicating paperwork.
5. Portfolio operation	Apply thresholds and anti-splitting; run assurance; publish records and condition status; build local reference classes from outturns, assets, contracts and evaluations.	Case owners, reviewers and the public can trace authorised commitments to operating results and next decisions.
6. Review and renew	Publish an annual performance report and conduct an independent effectiveness review on the timetable in the stewardship charter.	The adopting authority decides to retain, amend, narrow, expand or retire provisions, with reasons and a change log.

For commitments already under way at commencement, create a baseline record at the next material decision. Do not fabricate an original appraisal that never occurred. Preserve known history, mark unavailable evidence **UN**, and apply PITONS prospectively to remaining exposure, changes, operation, recovery, evaluation and closure.

The first operating year should report at least: completion burden by lane; proportion of cases with a real baseline and strongest rival; material changes prompted by challenge; gate outcomes; time and cost forecast error; unresolved conditions and expiry action; publication timeliness; operational-readiness failures; maintenance and downtime evidence; evaluation completion; and examples where learning changed a later decision. Counts are diagnostics, not a league table or composite performance score.

35. Version and legal-update control

The Standard, templates, digital schema and parameter book need separate version numbers because they change at different rates. Each controlled release must include effective date, owner, authority, change summary, affected fields, migration rule and superseded version. Old case records remain

readable under the version used; a material new decision uses the current version unless the adoption rule lawfully provides otherwise.

The steward should:

- check Gazette, Attorney General’s Chambers and relevant official sources on a fixed schedule and whenever a case identifies a legal change;
- issue an urgent legal notice when a change may make current guidance unsafe, without waiting for a full editorial release;
- obtain competent authentication before changing an M or C statement;
- keep administrative practice A and proposed practice P visibly separate;
- publish proposed material changes for practitioner, technical and affected-person review where feasible;
- record minority advice and the response; and
- schedule a comprehensive independent review after enough cases have completed operation and evaluation, not merely after publication.

36. Legal verification schedule for live maintenance

Source family	Verification question	Competent reviewer	Trigger
Constitution	Executive, ministerial and PS roles; appropriation; borrowing and guarantees; property and rights; audit independence.	Constitutional or public-law counsel	Adoption and any relevant constitutional or judicial change
PFM Act and Regulations	Operative consolidation; reg.11 scope; Accounting Officer, estimates, MTEF/PSIP, monitoring, borrowing, guarantee and reporting triggers.	Attorney General’s Chambers and Finance	Before live budget use and on amendment
Public assets	SI 42/2024 scope, owner, appraisal, planning, operations, maintenance, records and ex-post requirements.	Counsel, Finance, NIPP or asset authority	Before an asset case and on amendment
Procurement	2023 Act and Regulations, 2026 amendment, exclusions or donor procedures, tiers, contract, change, evaluation, records and publication.	Counsel and PPU	Before procurement-linked use and on amendment
Planning and environment	DCA and Head powers, public projects, EIA or EIS, participation, conditions, referrals and enforcement.	Counsel and Planning	Every land, construction or environmental case

Source family	Verification question	Competent reviewer	Trigger
Climate and disaster	Climate Act commencement and duties; NEMO policy, programme, plan, liaison and consultation roles.	Counsel, climate office and NEMO	Every material climate or emergency case; on commencement order
Data and publication	Commenced Data Protection provisions; retention; Cabinet confidence, privilege, security and live procurement; status of any general access law.	Counsel, data and records authorities	Every material personal-data or protected-publication case
Audit and PAC	Current statutory bridge; access, economy, efficiency, effectiveness, performance measures, reports and management response.	Counsel, Director of Audit and PAC clerk as appropriate	Adoption and audit-process change
Sector law	Actual decision power, duty, regulator, licence, rights, consultation, enforcement and appeal.	Relevant counsel or regulator	Every case

This schedule makes legal uncertainty visible and maintainable. It does not turn the Standard steward into a court, regulator or Attorney General. The final responsibility remains with the competent public authority acting under current Saint Lucian law.

Annex A. International benchmark matrix

PITONS borrows problems solved and methods tested. The transfer question is always: what decision failure does this practice address in Saint Lucia, and what must change for it to work here?

Source system	Useful discipline	PITONS adaptation
United Kingdom: Green Book 2026, Five Cases, Magenta Book	Problem and BAU, options, social value, uncertainty, distribution and evaluation designed early.	Method source only. Replace the UK legal hierarchy, parameters and institutional language; strengthen service operation and SIDS resilience.
New Zealand: Better Business Cases and Gateway	Scalable business cases and independent assurance before investment commitments.	Assure before irreversible commitment and handover. Keep one record so gates do not become detached paperwork.
IMF: PIMA and Climate-PIMA	Institutional lifecycle and climate-informed public-investment diagnostics.	Use to diagnose national systems and evidence gaps, not as a project score or universal approval template.
World Bank: PIM Reference Guide and robust decisions	Economic viability, affordability and sustainability; options tested across plausible futures.	Provide a sparse-data route, switching values and staged commitments without inventing probabilities.
Jamaica: Vision 2030 M&E	National outcomes, indicators and feedback to implementation.	Link records to national outcomes while avoiding false attribution from indicator movement.
Samoa: Pathway for Development	Small-state planning language, national coherence and whole-of-society framing.	Use accessible language; keep PITONS as decision guidance, not a substitute national vision.
Caribbean Development Bank	Institutional, financial, operational and maintenance sustainability in the Caribbean.	Treat maintenance and service continuity as appraisal obligations rather than post-project aspirations.
Inter-American Development Bank	Climate integrated through planning, appraisal, budget and monitoring.	Pair climate analysis with common dependencies, recovery and the maturity of local evidence.
OECD: investment, regulation, evaluation	Coordination, instrument comparison, capability and evaluation governance.	Select modules proportionately and avoid an expert-only compliance machine.
UNDRR and NIST	Resilience described as continuity, downtime, recovery and community dependencies.	Use mandatory SIDS multi-hazard and cascading-failure prompts when material.
IPSASB and ISO 55001	Service potential, stewardship and lifecycle asset management.	Keep economic, cash, fiscal and asset views separate but reconciled; name asset and operating owners.
Australia PBO	Transparent assumptions, scope and uncertainty in public costing.	Use as a transparency reference, not as a claim about Saint Lucia's authority or political-costing arrangements.
NASA systems engineering and risk	Requirements traceability, interfaces, verification and common-cause failure.	Apply to essential services and digital-physical systems at a proportionate scale.
Behavioural and mechanism-design research	Actor behaviour, incentives, information, burden, gaming and collective action.	Make structural constraints, fairness, power and appeal visible; do not use nudges to disguise service failure.

TRANSFER RULE No benchmark becomes Saint Lucia law, policy, price, threshold, discount rate or organisational mandate merely because it is respected elsewhere. Authority, fit, evidence and transfer limits are recorded.

Annex B. Five Cases compatibility crosswalk

The Five Case Model remains useful when a funder, partner or public process requests it. PITONS is the front-facing reasoning architecture. The crosswalk avoids duplicate analysis while preventing a business-case label from hiding gate failure or operational weakness.

Five Case	Primary PITONS content	Do not lose
Strategic case	P problem and public purpose; I receiving system; objective boundary; baseline and counterfactual.	Authority, affected people, system causes and public-action rationale.
Economic case	T consequences; O genuine options, uncertainty and strongest rival; distribution and non-market effects.	Separate gates, strategic response, switching values, unknowns and non-monetised effects.
Commercial case	I market readiness; O instrument and procurement options; N route, contract, incentives, verification and exit.	The policy choice precedes supplier selection; nominal risk transfer may remain public exposure.
Financial case	T annual cash, funding and fiscal exposure; N affordability, appropriations and operating obligations.	Cash, economic value, financing, asset value and contingent liability are not one number.
Management case	N staged delivery, ownership, acceptance, operation, maintenance and recovery; S assurance, evaluation and learning.	Completion is not service; learning must trigger a decision.

Field reuse

A PITONS record should generate the required Five Case product through mapped views of the same fields and linked evidence. Teams must not maintain contradictory baselines, costs or option labels in two documents. Where a funder requires a different parameter or treatment, the record shows both, reconciles the boundary and identifies which figure governs which decision.

Annex C. Evidence protocol and claim language

C.1 Claim tags

Tag	Statement type	Minimum discipline
OF	Official or primary source	Identify issuer, title, provision/table, date/version and access path. Official does not mean accurate for every use.
CR	Corroborated fact	Name independent or methodologically distinct support and any remaining conflict.
LC	Saint Lucia calculation	Provide inputs, units, formula, code/spreadsheet version, checks and reproducible output.
AI	Analytical inference	State the reasoning chain, alternative explanation and evidence that could disconfirm it.

Tag	Statement type	Minimum discipline
ES	Estimate or scenario	State method, range, base date, assumptions, calibration and decision use. Do not report as observed.
RC	Reported claim	Name speaker/source, context and whether verified. Do not silently promote a report to fact.
PP	Policy or design proposal	Identify proposer, status, decision required and implementation conditions.
UN	Unresolved or not publicly located	Name owner, information value, due date and consequence. Unknown is not zero.

C.2 Evidence workflow

1. Define the decision and claim before searching. Evidence collection without a decision question produces volume, not relevance.
2. Prefer authentic law, official administrative data, direct observation and primary research. Record provenance and transformations.
3. Triangulate claims that are decisive, disputed, incentive-sensitive or vulnerable to measurement error.
4. Assess relevance, validity, recency, completeness, independence and transferability separately. Do not hide weak evidence in an average quality score.
5. Preserve contradictory evidence and record the resolution, sensitivity or dissent.
6. Reproduce calculations and models independently for major cases. Lock the decision-date version and inputs.
7. Translate each material uncertainty into a sensitivity, condition, information-gathering stage, trigger, option design or explicit residual risk.
8. Publish the source and methods register with the decision unless lawfully protected; record every protected item and review date.

C.3 Evidence sufficiency

Evidence is sufficient for the next commitment when additional information is unlikely to change that bounded decision enough to justify its cost or delay, and the residual uncertainty is controlled by the pathway. This is an expected-value-of-information judgment, not a claim of certainty. High-consequence, irreversible and rights-sensitive commitments require stronger evidence or a smaller reversible step.

Annex D. Publication architecture and data schema

D.1 Product family

Product	Audience	Function
The Standard	All users	Normative proof obligations, gates, lanes, governance and conformance.
Methods manual	Analysts and reviewers	Techniques for economics, finance, distribution, behaviour, systems, resilience, uncertainty and evaluation.
Decision record	Sponsor, decision maker, implementers, public	One stable, versioned reasoning object from framing to closure.
Specialist schedules	Technical team and assurers	Legal, fiscal, distribution, climate, data/digital, procurement, asset and evaluation detail when triggered.
Parameter book	Analysts, Finance and reviewers	Authorised assumptions and analytical conventions with sources, units, vintage, refresh and sensitivity.
Public register	Parliament, public, researchers	Decisions, conditions, publication layers, results, departures and management responses.
Machine-readable schema	Records and digital teams	Stable field IDs, version relationships, condition and trigger objects, references and export.

D.2 Minimum digital object

Object	Required keys
record	record_id, parent_id, title, owner, lane, status, version, created_at, evidence_cutoff, decision_due, publication_class
objective	text, source, setting_authority, set_at, constraints, returned_issue
claim	claim_id, text, tag, source_id, confidence_note, scope, date, owner, status
option	option_id, mechanism, comparator, readiness, consequences, uncertainty, disposition, strongest_rival
gate	gate_id L/R/F, outcome, evidence, verifier, verified_at, next_review
condition	condition_id, gate, obligation, owner, due_or_trigger, evidence, status, expiry, automatic_consequence, escalation
decision	decision_id, authority, instrument, date, outcome, option, commitment_limit, reasons, dissent, reconsideration_trigger
change	change_id, prior_version, reason, authority, effect_on_case, approved_at
evaluation	registration_id, question, method, baseline, measures, decision_rule, report, management_response

PORTABILITY The authoritative record must be exportable in an open, documented format with attachments, relationships, version history and redaction metadata. A proprietary interface is not the record.

Annex E. Glossary

Term	Meaning in PITONS
Acceptance	Evidence that the asset or service works in its real operating environment and continuing ownership has been assumed.
Accounting officer	The officer carrying applicable responsibilities under Saint Lucia's public-finance framework; verify the designation for the body and decision.
Additionality	Outcome caused by the option beyond the counterfactual, after deadweight, displacement, substitution and leakage.
Appraisal	Assessment of costs, benefits, risks and other consequences of options for achieving a stated objective, before or at a decision.
Assurance	Independent, proportionate challenge of whether the record supports the next commitment.
Baseline	Observed starting condition against which change is described; preserved even when later corrected by version.
BAU / do-minimum	Credible path without the proposed new commitment, including existing duties, deterioration and adaptation.
Condition	A time-bound obligation attached to permission to proceed, with owner, evidence and automatic consequence.
Contingent liability	Possible public obligation whose amount or timing depends on an event, including explicit and credible implicit exposure.
Counterfactual	Best-supported statement of what would occur without the option.
Gate	A non-compensatory decision test. PITONS uses L legality/legitimacy, R resilience and F future options/learning.
Irreversibility	Degree to which a commitment cannot be withdrawn without permanent harm, high cost or loss of future choice.
Lane	Proportionality category controlling depth and assurance: rapid, standard, major/high-consequence, or emergency with retrospective.
Living decision record	Stable, versioned record that follows one decision from framing through operation, learning and closure.
Net present value	Present value of monetised benefits less monetised costs at a stated discount rate and boundary.
Opportunity cost	Value of a resource in its best realistic alternative use.
Parameter	A governed assumption or value used in analysis, identified by source, authority, unit, vintage, jurisdiction and sensitivity.
Public value	The total justified value created for society through outcomes, rights, distribution, stewardship, legitimacy and future capability, not expenditure or output alone.
Reference class	Comparable completed cases used to estimate likely cost, time, demand, benefit or failure from the outside view.
Resilience	Ability of a service or system to resist, absorb, adapt to, recover from and learn after disruption while preserving critical functions.
Service potential	Capacity of an asset or arrangement to support public services, including through non-cash benefits.
Switching value	Value of an uncertain input at which the decision or ranking changes.

Term	Meaning in PITONS
Trigger	Observed threshold or event that activates a pre-authorised response.
Whole-life	All material design, transition, operation, maintenance, renewal, incident, decommissioning and residual consequences.

Source register

All web sources were accessed or rechecked on 20 August 2026 unless another date is stated. Legal sources remain subject to the authentication and commencement cautions in Part IV.

International guidance and research

- R01 HM Treasury. The Green Book: UK government guidance on appraisal, 2026. ISBN 978-1-918417-12-8. [Official or primary source](#)
- R02 HM Treasury. Green Book Review 2025: findings and actions. [Official or primary source](#)
- R03 UK Government. The Magenta Book: central government guidance on evaluation, 2026. [Official or primary source](#)
- R04 New Zealand Treasury. Better Business Cases. [Official or primary source](#)
- R05 New Zealand Treasury. Gateway reviews. [Official or primary source](#)
- R06 International Monetary Fund. Public Investment Management Assessment (PIMA). [Official or primary source](#)
- R07 International Monetary Fund. Climate-PIMA. [Official or primary source](#)
- R08 International Monetary Fund. Barbados PIMA and Climate-PIMA, 2024. [Official or primary source](#)
- R09 World Bank. Public Investment Management Reference Guide. [Official or primary source](#)
- R10 World Bank. Agreeing on Robust Decisions: New Processes for Decision Making Under Deep Uncertainty. [Official or primary source](#)
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Closing proposition

The PITONS Standard should help Saint Lucia make fewer hidden commitments and more visible choices: choices that are lawful, honest about uncertainty, fair about who gains and bears risk, built to become functioning services, maintained through shocks and able to change when evidence changes.

Its test is not whether every record is long or every analyst agrees. Its test is whether a decision maker and the public can see the purpose, alternatives, consequences, authority, conditions, owners and evidence; whether delivery can survive the hand-offs from policy to budget to procurement to operation; and whether learning is allowed to reverse course before failure becomes permanent.

THE PITONS PROMISE Public purpose is explicit. Readiness is real. Consequences are total. Options are genuine. Delivery reaches functioning service. Learning changes the next decision.

THE PITONS STANDARD

Public Value, Delivery and Learning for Saint Lucia

INDEPENDENT PROPOSED STANDARD | VERSION 1.0 | 20 AUGUST 2026

Prepared by Kevin L. Michel | Saint Lucia Policy Analysis

STATUS Not an official Government of Saint Lucia standard unless adopted by competent authority. Not legal advice.