

FINAL REPORT
Country Poverty Assessment:
Grenada, Carriacou and Petit
Martinique

VOLUME 3
Institutional Assessment



COUNTRY POVERTY ASSESSMENT GRENADA, CARRIACOU AND PETIT MARTINIQUE

VOLUME 3 INSTITUTIONAL ASSESSMENT

Submitted to:
THE CARIBBEAN DEVELOPMENT BANK

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**In collaboration with the
NATIONAL ASSESSMENT TEAM OF GRENADA**

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SECTION 1: INTRODUCTION

Poverty reduction and alleviation depend in part, on the role performed by institutions in the society and the economy and their impact on the lives of all residents, whether poor or non-poor. The World Bank in its World Development Report, 2002 focused on the role of institutions in enhancing the opportunities for poor people to engage in markets, and to become empowered such that they can actively engage in reducing their own poverty.¹ The capacity to reduce, and as well, the susceptibility to poverty are conditioned by institutional factors².

Institutions are organisational forms and regularised patterns of behaviour, shaped by the culture and mores of a society, which modulate arrangements for living in the society. As formal structures, they may take the form of governance and administrative structures in the society, or as entities established by citizens themselves to manage relations among themselves. These include State Agencies, Non-Governmental Organisations (NGOs),

¹ World Bank, *World Development Report, 2002: Building Institutions for Markets*, 2002.

² The role of institutions in economic and social development is well documented following the revisit of modern thinkers of the contributions of classical scholars like Marx and Max Weber by North (2005) and Lewis (1950 and 1955), who demonstrate the role of institutional factors in the transformation of economies.

Community-Based Organisations (CBOs) and Grass-Roots Organisations (GROs).

There are also institutional structures that relate to patterns of behaviour rather than physical organisations. The modes of treatment and care for vulnerable children, pregnant teenagers and the elderly all reflect culture and values and are institutional arrangements in themselves. The present exercise will focus more on the former than on the latter.

This volume examines the contribution being made by public and private sector organisations and NGO's in the provision of services to residents of Grenada.

Institutions have been grouped into four categories according to the nature of the primary service that they provide. Institutions that are categorised as “**developmental**” contribute to capacity building, and equip individuals and/or groups with the wherewithal to grow and expand. They do this by assisting in capacity building and empowerment and are critical to long term well-being. Training institutions are examples of institutions engaged in developmental work.

Institutions that perform functions that are “**preventive**” in nature assist in protecting individuals or groups from risks or vulnerabilities. Youth programmes may focus on preventive work by encouraging young people to become involved in constructive activity, as a counter to alternative enticing models that may exist around them, but which are a function of anti-social behaviour, such as drug peddling or engaging in crime. Or, they may be engaged in behaviour-modification strategies to change negative social and economic outcomes – for example, behaviours and attitudes associated with teenage pregnancy, especially among poor youth.

“**Remedial**” organisations restore individuals or groups to a state of wholesomeness following their having been subjected, or having succumbed, to particular social challenges. Teenage girls who become pregnant may be assisted in returning to school and in avoiding a repeat pregnancy until they are better able to plan their child-bearing. “**Supportive**” agencies provide assistance to those in need, who do not have the capacity to respond to social and economic challenges on their own. The provision of public assistance for the aged recognises that they have passed the stage of being able to support themselves.

1.1 METHODOLOGY AND PROCESS

Information was gathered from organisations and institutions in Grenada that impact, or are likely to impact on living conditions. The assessment did not extend into an examination of their organisational structure and functioning but rather to the review of their specific interventions *vis-a-vis* poorer people in the society and living conditions in general.

The National Assessment Team (NAT) selected the organisations and institutions for the conduct of the research for the Institutional Analysis (IA), in collaboration with the Team of Consultants (TOC). A team comprised of a member of the TOC and a member of the NAT, visited with the head or with someone designated to speak on behalf of the organisation or institution, and conducted a semi-structured interview. Representatives of a total of 49 institutions were interviewed.

An open-ended semi-structured instrument was used to secure information from the respective organisations about their performance in respect of their mandates. The primary objective was to establish the extent to which their operations could be judged to be pro-poor.

These interviews aimed to establish:

- a. The primary remit of the organisation, that is its objective, vision and mission;
- b. The perspectives of the management or leadership of the organisation in respect of the task at hand and the perception of the external environment that it faces and which is the focus of its attention;
- c. The modalities of its current operations, and the source of the resources at its disposal;
- d. The extent to which it is contributing to the improvement of living conditions in Grenada and in particular to the lives of the poorer members of the society; and
- e. The ways in which it might be possible for the organisation to improve its contribution to society if more resources were available.

1.1.1 SCORING OF INSTITUTIONS AND ORGANISATIONS

A score was allotted to each organisation on the basis of the information provided from the interview and from secondary data. These scores were assigned by the TOC to reflect the level of effectiveness, specifically in its contribution to the improvement of living conditions and to poverty mitigation.

A rating scale from one to five was utilised, with five representing the highest level of effectiveness in reducing poverty or in positively contributing to the quality of life of residents of Grenada. While the use of any rating scale cannot escape elements of subjectivity, the information presented in the summaries in this document does help substantially in establishing how well the institutional networks have performed. Additionally, being at some remove, the TOC can argue for its being dispassionate observers in presenting an independent review.

In the final analysis, the IA must be contextualised against the information generated in other aspects of the study - the Survey of Living Conditions/Household Budgetary Survey (SLC/HBS) and PPA - in order to paint a complete picture of quality of life and the roles played by institutions in Grenada, in that regard.

1.1.2 CHALLENGES AND GAPS

An important delimitation of the exercise is that the focus was not on the internal organisation of the agency or its organisational health and structure. An interview of one hour could not presume to establish whether an organisation had the 'right' internal structure and processes to meet the objectives for which it was established. Any commentary in this regard, is based on the limited information that can be gleaned from interviews and from secondary information that interviewees

were prepared to share from their records.

1.2 STRUCTURE OF THE REPORT

The report presents the collated information, according to the economic and social sectors identified as the activity of primary interest. The Sections are organised along the following themes:

- i. Economic Sectors;
- ii. Infrastructure, Housing and Utilities;
- iii. Social Development and Family Services;
- iv. National Security and Human Justice; and
- v. Institutions in Carriacou and Petit Martinique

SECTION II: ECONOMIC SECTORS

The economy and the institutions around which its economic sectors are organized determine the rate of growth and transformation of the country. Following its short experiment with the socialist path to transformation in the early 1980s under the People's Revolutionary Government (PRG), the country has followed on a path of private sector development in which domestic and foreign capital drives the directly productive sector. The Government retains responsibility for the social and physical infrastructure and the provision of public services in the interest of the vast majority of the population.

Moreover, in the facilitation of private sector development, it seeks to ensure that the mass base of the society can participate in directly productive activity, not only through employment that is created, but also by the promotion of small and medium sized enterprises as well as cooperatives of various types. There was some attempt on the part of its previous political administration to discipline and give coherence to its facilitation and infrastructure development through formal plans, with which the annual budgets would provide the short term implementation schedule. The Government had committed to the implementation of a poverty reduction

strategy following the acceptance of the first Poverty Assessment exercise in 1999.

The economy and society had to weather the impact on tourism of the terrorist attack in the United States in 2001. Hurricane Ivan and then Emily imposed vastly changed requirements after 2004, making physical reconstruction the major imperative of Government and the target for much of the allocations from domestic sources and foreign assistance.

The role of institutions in the economic sector has to be seen against the backdrop of economic planning under emergency conditions. The country was being restored to some semblance of normal economic activity when new crises triggered in the external international economy reverberated on the economy of Grenada and society, namely the rapid rise in headline inflation, as reflected in astronomical increases in the price of energy and in essential food imports towards the latter half of 2007, and then the world wide economic recession of 2008. Even countries with robust economic institutions could not avoid major decline in economic activity.

The economic institutions in a small open economy engaged in reconstruction would have been severely tested in the face of an international economic fall-out that is unprecedented in recent times. The role of the Government and the economic institutions under its control would have been crucial in the circumstances. Resource constraints would have been binding following the hurricane episodes.

Some of the institutions that give shape to the philosophy of development or complement those established by the Government are listed here and their modus operandi outlined, with a view to an understanding of the context in which they might have contributed to improvement of living conditions in the country.

It is a moot point, whether there could have been anything in place in the economic institutions of Grenada, to afford it the possibility of responding effectively to the aftermath of an environmental disaster, and then to protect its people from the onslaught of an international crisis.

2.1 AGRICULTURE, FORESTRY AND FISHERIES

The agricultural sector of Grenada has been in the throes of structural reorganisation over the last quarter of the twentieth century, and some level of diversification was achieved. However,

it could not be argued that the sector had arrived at the stage where it could provide decent incomes for the majority engaged in the sector. The market conditions for primary agricultural exports have displayed declining terms of trade, and the removal of protection on such exports as bananas resulted in the marginalisation of Grenada as a banana producer. At the same time, Grenada's presence in the market for spices had been severely contested by suppliers like Indonesia.

The devastation of hurricanes Ivan and Emily of the agricultural sector has meant that, a sector that remains critical in income generation, and in employment creation in this small economy was further retarded in its contribution to livelihoods of large numbers. Much depends therefore on performance of the institutions engaged in the agricultural sector of the country.

2.1.1 MINISTRY OF AGRICULTURE, FORESTRY AND FISHERIES

The Ministry of Agriculture, Forestry and Fisheries is the main agency engaged in policy formulation for the sector. However, it is also engaged in the implementation of programmes in a number of areas.

The Ministry is comprised of ten (10) departments. The thrust of its programmes since the destruction wrought by the hurricanes, has been on revitalisation to maximise the potential for socio-economic development.

Firstly, efforts were directed at short-term crops including bananas, and secondary vegetables and root-crops. This allowed for sustaining some level of food production and food security in the country, at the same time that resources were deployed at resuscitation of nutmeg, cocoa and coffee.

In the latter regard, there has been some support from the Food and Agriculture Organisation (FAO) especially with regard to cocoa and nutmeg. Efforts are also being made to promote citrus cultivation

Another important initiative of the Ministry is encapsulated in the Agricultural Enterprise Development Programme. One aspect of the programme has been the funding of farmers. The Ministry also provides support in respect of the infrastructure for agriculture, inclusive of marketing.

Land for the Landless: This programme is designed to increase participation of members of the population in the sector. Importantly, the Ministry is seeking to bring as much idle land as possible under some form of cultivation. There is a Farm bank for the lease or sale of lands by the MOA. There are a number of developments in the area of land reform, although the pace still leaves much to be desired. The underlying principle is the link of slack resources of land, with slack resources of labour in generating output that can treat with

food requirements and/or supply of competitive exports.

Diversification: Agricultural diversification is at centre stage of agricultural policy. There are research and development initiatives focused on secondary processing, including:

- Nutmeg oil;
- Nutmeg preserves; and
- Pharmaceutical products based on nutmeg.

Apart from nutmeg, there are pharmaceuticals based on ginger.

The Ministry is also said to be working with India to develop a strain of nutmeg which will flower in less than six (6) years. India has a strong capability in nutmeg production and has been into the pharmaceutical industry with their nutmeg for a considerable length of time. The European Investment Bank (EIB) has allocated Euro 15 million, much of which is to support agro-processing. One of the projects deriving from this is the building of a state-of-the-art facility as part of the infrastructure, allowing for dressing and packaging etc of farm produce.

Such assistance as has been provided by donors has relieved the financial constraints faced in agriculture and agricultural diversification. There remain other problems; including the shortage of raw materials and good planting stock, and the control of plant diseases, of which nutmeg has been a

victim. There are also private initiatives in agro-processing that contribute by way of backward linkages to the agricultural sector. There is for example, some canning of fruit in St. David by a private operator.

The enhancement of the supply chain is in the offing with the reorganisation taking place in WIBDECO and its commitment to undertake the marketing of vegetables, mangoes, papaya and dasheen in Europe.

Animal Husbandry: A livestock policy has been developed in recognition of the need to reduce imports. In respect of meat production, the Ministry has been promoting the adoption of hybrid goats, as well as the Black Belly sheep of Barbados. Rabbit production has not taken off although the subsector holds considerable potential in Grenada. A major factor in poultry production is the high cost of feed. An approach has been made to the Government of China to provide some assistance in this regard. Poultry production remains the area of the greatest increase in meat production to date, and is likely to continue to witness expansion.

The deepening of linkages between agriculture and other sectors has continued, as evidenced in agriculture and tourism, and agriculture and the school feeding programme. And these have allowed for upgrading of quality in supplies to the domestic market.

Challenges: Agriculture continues to face a major challenge. In addition to the environmental problems of recent years, and the marketing and distribution difficulties, there is the difficulty in sourcing personnel for technical positions in the Ministry of Agriculture. The Ministry of Agriculture, should benefit directly and the agricultural sector, indirectly from the training of some ninety younger people as extension officers.

The ageing of the farming community has been a source of concern, with the average age of farmers being over 50 years of age. The state of agriculture, in spite of all the initiatives, has not been encouraging to young people to enter the sector.

Formal training in Agriculture was once offered by a Farm School. Since the damage occasioned by Hurricane Ivan, courses in Agriculture have been limited to programmes at the TA Marryshow Community College, but there is the view, among officials at the Ministry of Agriculture, that courses relating to Agriculture at the College are minor courses, and are mere electives pursued by a few students.

In sum, while there has been some restoration of agricultural production since the major hurricanes, and although the Ministry of Agriculture has been supported by a reasonable share of the expenditure of the government (8 percent in 2007/2008) the prevailing

view at the highest levels of the Ministry is that the agricultural sector has not achieved as yet the momentum that could make it attractive to younger people of Grenada, nor is the Ministry itself well equipped with personnel and resources to take the sector into high gear.

2.1.2 FISHERIES DEPARTMENT

The Department has been in operation for some considerable period. It functions mainly in a regulatory capacity with the objective of ensuring the sustainable use of marine resources. In that regard, it is committed to a policy of co-management with the community. It is also involved in training and seeks to under-pin the development of the industry with a sound platform of science and technology appropriate to conditions of Grenada.

There is some focus on the pelagic resources for example tuna, for which there is a ready export market in North America. The Department also seeks to train fishers in business and financial management, consistent with the requirements of their operations.

It is well known that significant inflows of income sometimes pass through the hands of fishermen but which are not properly managed for a number of reasons. There is need to take account of certain features of the industry currently:

- ad hoc use of money: there is an underlying notion in the minds of a number of fishers that they merely have 'to go out there' and they can get money. So there is little need to save and manage financial resources. However, \$2,000 that might be earned on one day may not be possible on other days;
- When faced with disaster, they can refinance themselves on the basis on investment;
- Social security: Fishers are normally not registered. There is need to ensure that they register with National Insurance to guarantee replacement income 'in the evening of their days';
- There is also the matter of property insurance for their fishing vessels. The industry is deemed to be very high risk, especially with the operations with smaller boats: the costs of insurance premiums are very high. The OECS Fisheries Unit had as its priority in the 1980s, the institutionalization of insurance for fishers' equipment. The Insurance Companies were approached, but proved unwilling to become involved. There has been no real attempt since.

There are 39 fish landing sites in the country. There are nine primary landing sites with a fish market, access to ice, a

jetty and other infrastructure. There are also secondary landing sites where there is no infrastructure. Fishers take their fish directly to a hotel or to homes or to the street.

Tertiary landing sites are used by exporters. There is one at Grand Mall. Data on fishing are captured from primary and tertiary landing sites, and from exporters, Tuna is the main export.

There are about 2,400 fishers altogether. Some three hundred additional persons are engaged in marketing fish. There are a few younger people entering the industry. They have attained secondary level education, including CXC passes. This represents a departure from the traditional mode in which drop outs with primary education at best were the source of new entrants to the industry.

The Department has been able to mount training programmes successfully. The average age of fishers is falling as the Department targets its training programmes at young people, including students in the secondary school system.

Practical courses and theory courses have been offered on afternoons after school and young people have gravitated to such programmes. The Fisheries Extension Services have focused on Science students as well. Some of these have gone into commercial fishing.

The country was a participant in the Regional Fisheries programme which has since been replaced by the CRFM. This programme is based on a mix of Science and Social Science which allows for the treatment of management and co-management issues.

The pelagic species in the waters of Grenada are highly migratory and consist of yellow fish tuna, marlin, king fish and carite, and occasionally barracuda. There are also demersal species.

There has been sighting of foreign vessels, but stocks are deemed to be more plentiful elsewhere so that the level of poaching may not be high. However, it is alleged that there are Barbadian fishermen entering Grenadian waters in some numbers.

Domestic demand for fish is increasing, and the expansion of tourism provides a forward linkage to the sector. The emergence of 'fish fry' and community entertainment on weekends in Gouyave and in other locations, have expanded demand for fish as well, which augur well for the sector.

In sum, the Department has made some headway in building a more positive profile for the sector than existed before and there is a greater sense among the population and especially among young people, that the sector can provide decent incomes to those involved. There is also the possibility of an export

industry being built. The present cadre of professional personnel in the Department seems to be well equipped to provide support to an emerging dynamic subsector.

The most recent budget (2009) provides an allocation for an allocation of EC\$25,000 to upgrade the Produce Chemist Laboratory to ensure that it can certify fish quality for export. It is a moot point if this represents the quantum of investment needed in support of a fish export industry, given the very demanding standards that have to be observed in exporting to such markets as the European Union. In the absence of an infrastructure capable of ensuring EU or comparable standards, efforts at entering and retaining export markets are likely to be frustrated.

2.1.3 GRENADA NUTMEG ASSOCIATION

The Nutmeg Association was formed in 1947. It was relatively vibrant up to the passing of Hurricane Ivan. The hurricane destroyed at least 60 percent of trees. Those that remained standing were badly battered and have not returned to their bearing capacity. The Association which had a membership of about 7000 before Ivan has just about 1000 members remaining. Some areas of the country were more badly hit by the hurricane, and that has meant that the nutmeg industry has suffered greater devastation in those areas, for example in St. David.

The average age of farmers is about 55 years of age, although a few younger people have entered the sector. The country has benefitted from assistance from India in the restructuring of the spice industry. There is the expectation that there would be some doubling of output from the level achieved in the immediate post-Ivan phase.

There is some merging of efforts to resuscitate the nutmeg and cocoa industries and the Associations are being merged, and assets pooled. Both industries have a similar structure which is tree crop production and most of the output of both industries as well is sold abroad.

At the beginning of 2008, the replanting exercise had not scratched the surface of what was required to restore the industry to full health according to informed observers. Much of the available land was still going idle because of the lack of planting material. The industry was in dire need of support by way of extension services and nurseries to secure planting material. However, the cocoa industry was showing better signs of recovery than the nutmeg industry.

In sum, the revitalisation of the nutmeg and cocoa industries depends on the success of the replanting exercise and the commitment of existing farmers and young entrants to the sector. In these cases of tree crop production, where trees take a number of years to reach

their bearing potential, much depends on the interim arrangements for farmers to secure a livelihood. There were limitations in the institutions in tiding the farming community over the lean times, either through direct assistance by way of transfers, or through the promotion of short-term crop production that allow for intercropping among growing trees in cocoa and nutmeg production would have been critical.

There is little evidence that such a strategy was put in place in the post-Ivan and Emily episodes. The likely result, therefore, would have been an increase in poverty in the farming community, and just as importantly, an increase in the flight from agriculture, and in rural-urban migration.

The most recent budget has proposed the refurbishing of the propagation stations in Mirabeau and Ashenden, and a major programme of plant propagation over the next five years in respect of nutmeg, cinnamon, pimento, clove, bananas, cocoa and other tree crop agriculture and ornamentals. It would take time before the gestation of this new planting stock result in sustainable income and employment to the farming community. The short-term income generating activities for farmers and workers become an imperative in avoiding further rural-urban flight.

2.2 TOURISM

The tourism sector has become an important sector in Grenada in terms of employment creation, income and foreign exchange generation, and in terms of its contribution to government revenues. Besides offering the standard Caribbean fare of sun, sea, and sand, the country is blessed with features that allow it to participate in the eco-tourism subsector. In this regard, the island has more than the standard Caribbean fare on offer.

Hurricane Ivan devastated much hotel plant, and a number of establishments had to undertake major repairs and rebuilding. The devastation caused by Ivan and subsequently by Emily put a brake on the growth and expansion of the sector. Just as the industry started on a recovery, it was hit by the world wide recession and since the beginning of 2008 has slowed.. The inherent volatility of the sector has been fully illustrated by the most recent experiences of Grenada.

More recently, the sector has witnessed a return to growth. The Cruise Ships have returned in short order. There may actually be more visitors although on fewer ships. Most plant has been reopened, with some upgrading in most cases.

Prior to the world wide recession, stay-over visitors had increased but not nearly in keeping with the expectations of the authorities. Airlift has been a

major problem. The intra-regional was the third most important market behind US and UK as sources. The yachting sector had also shown an increase.

However, since the middle of 2007, there has been a significant decrease as a result of challenges posed by LIAT's schedule. Subsequently, the decline in the international economy quickly impacted the sector.

The industry is likely to show some change in structure as it recovers from the world wide recession. Growth is likely to come from the expansion of residential villas, and then in hotel rooms. There are a number of large developments in the offing, in the parishes of St. David, St. Patrick and St. Mark, which from their size, might lead to increased air-lift if the rooms are marketed well enough to create demand. The net effect on employment is still an open question since villa accommodation and cruise-ship tourism, which are becoming important, are not major contributors to employment creation.

The sector plays a crucial role in the development of the country, and on it hangs many of the macro-economic variables, let alone its spread effect through direct and indirect employment and backward and forward linkages with other sectors. Much depends on the institutions that are involved in the sector.

2.2.1 MINISTRY OF TOURISM, CIVIL AVIATION, CULTURE AND THE PERFORMING ARTS

The Ministry sets policy and monitors the performance of the sector. The Ministry is involved also in product development, marketing and training. In more recent times, the Ministry has sought to promote Community Tourism. A national conference was held in 2006, with a view to assess the assets of communities, which in the context of Grenada, have to be seen on the basis of the parish structure.

This initiative has led to the development of greater local participation in the sector. There is now in place the Gouyave Festival and there is also Fish Friday celebrated in this community. St. Mark is following the model, and is concentrating on local foods. Soubise on the east coast is contemplating something similar. The menu is varied but biased to local inputs, which might include lobster and fish prepared in different ways. The initiative has earned recognition from the Caribbean Tourism Organisation (CTO). There is effort made to present integrated local culture, with live bands reflecting another aspect of the culture.

Another important nuance in the development of the sector has been the promotion of local establishments. USAID provided considerable assistance after Hurricane Ivan, which was used in the rebuilding of smaller establishments. Efforts are being made

to market small properties together. Small properties tend to be locally owned.

A general characteristic of this subsector is the owner/manager, who, with few exceptions, has had no prior training. Small hotels and small properties had been encouraged since the period following the revolution. But most of the new investors did not have prior training. A CTO intervention helped in organising attachments for their staff at the larger properties.

There is however a small hotel problem that still needs to be addressed. Standards have not been mandatory. The Ministry is taking the required steps to support the licensing of operators. They are to be given a grace period – about three years – to comply with standards. The intention is to bring them all up to some minimum standard. Once they are, the licence must be prominently displayed, and will need to be visible at the check in-counter.

There is a certification programme in place for tour guides and tour operators. Draft standards are also being developed for public and private attractions.

The Ministry has collaborated with other agencies in the development of the sector, in addition to its direct link with the Grenada Board of Tourism. The Grenada Food and Nutrition Council

has promoted local foods and competitions among chefs.

Some collaborative work has started between the Ministry of Tourism and the Ministry of Agriculture. However, the enthusiasm has been intermittent, and there has not been any official mandate enjoining the promotion of backward linkages from tourism to agriculture.

Vegetable farmers need to be linked to operatives in tourism. Face to face links need to be promoted. Pig farmers have got into the act with Spice Island Hotel, and now guarantee a supply of fresh meat to this hotel. The model that has been used by the Four Seasons in Nevis has been identified as worthy of emulation. While links have developed out of expediency, they need to be institutionalized.

CANARI did some of the initial technical work but the country has lagged behind in respect of implementation. There are however, a number of NGOs that are engaged in programmes, although the Ministry has not been directly involved. However, there is need for a collaboration between the Ministry and the NGOs.

At the highest policy-making level, there is now greater commitment than previously to Community Tourism, and to Heritage Tourism, both of which augur well for the deepening of the

involvement of people of all walks of life in the tourism sector.

2.2.2 GRENADA BOARD OF TOURISM

The Grenada Board of Tourism (GBT) is responsible for marketing the destination and some aspects of product development. GBT works alongside the Ministry of Tourism, which has responsibility for policy and some aspects of product development. The Board is supported by a subvention from the Government. The Board usually partners with service partners or stakeholders to attend trade shows and other international marketing events by way of joint marketing initiatives.

The Board was first in the promotion of Community Tourism in 2002. The Board claims to have spear-headed the initiative to create the Gouyave Fish Friday Event, which is now part of the weekly calendar. The Board formulated the project, provided training, held workshops among stakeholders, found funding for capacity building, and generally elaborated the concept of Community Tourism, starting with Gouyave. The Ministry has become more directly involved in the effort, and, in effect, has since taken over this responsibility.

With the inspiration and guidance provided by the Board, the Grenada Tourism Association had been involved in the promotion of tourism in rural areas, and was in the forefront in the development of heritage sites.

As part of its initiative to promote the sector, the Board had undertaken a feasibility study of a ferry service between Trinidad and Grenada, in an effort to introduce some competition for the airlines. Trinidad accounts for 50 percent of Caribbean visitors and the Caribbean has become a major market.

The Board was instrumental in the development of the Grand Anse Spice and Craft Market which had opened opportunities for many of the 5000 persons employed directly or indirectly in the industry. There is need for greater focus on the Yachting Subsector since there are many opportunities that it affords for employment. The Board had also been successful in getting more of the hotels to use local produce in their cuisine.

Carriacou is a special market, comprised of small hotels and guest houses and offering snorkelling, and heritage tourism. The Maroon Festival is held there annually, and as well a regatta that attracts wide interest. Most of the airlift is from Grenada: there used to be direct flights from Barbados to Carriacou, but these had been discontinued in more recent past.

2.2.3 GRENADA HOTEL AND TOURISM ASSOCIATION

The Grenada Hotel and Tourism Association has been in existence for over 30 years. The primary purpose of the Association is to engage in advocacy and lobbying for the industry as a

whole. The Association is also involved in training, in which regard, it works with T.A. Marryshow Community College (TAMCC). The Association coordinates an internship programme with the college, thus permitting arrangements for interns to work within the industry in areas such as Front-Desk Operations and the Food and Beverage Department. St. Georges University also has a hospitality programme. The Association is financed by membership dues but obtains some financing through a magazine. At the time of the interview membership stood at about 130 members inclusive of 23 hoteliers, and others affiliated to the industry.

The Association feels that a new a Tourism Plan is needed as the existing one relates to the ten year period now ending. According to the Association, new initiatives, such as marketing, are needed. However to improve marketing funding is critical. An online search engine is needed; however the membership cannot afford this venture among them and is of the view that the Board of Tourism needs to assist. Product development also needs to be addressed such as music and food events, sailing festivals and fishing tournaments. The Association feels that there should be collaboration with other islands.

In sum, the Tourism Sector remains the mainstay of the country. The downward trend occasioned by the international economic fall-out has severely hurt the

economy of Grenada, like other Caribbean countries. Given the dominance of women in the work-force of the tourism sector, and given the prevalence of single-headedness among women, it is likely that many households would have fallen into poverty or found themselves deeper in poverty as a result of the international economic recession on the Grenada Tourism Sector.

In respect of both policy and implementation, its tourism institutions are very sensitive to the importance of creating backward and forward linkages to the other sectors of the economy. There are embryonic links developing in the private sector, between farmers and the hotel industry. There is also a developing community based tourism subsector, which augurs well for the future. The joint marketing of establishments means that the country can create a competitive tourism product founded on the smaller sized accommodation units that locals are able to provide. There remain structural barriers, especially in respect of airlift to the island. Even though the sector has become most critical to earning of foreign exchange and to employment creation, the institutions in the sector could offer little protection in the face of the international crisis on an essentially fickle industry.

2.3 TRADE AND INDUSTRY

2.3.1 DEPARTMENT OF ECONOMIC AFFAIRS-MINISTRY OF ECONOMIC DEVELOPMENT

There is a division of responsibility among the agencies within the Ministry of Economic Development. The Grenada Industrial Development Corporation concentrates on the promotion of investment, while the Department of Economic Affairs undertakes the export promotion. One of the key activities in the latter regard is the mounting of missions abroad and ensuring that the products of the country are displayed at Trade shows. The Department also attempts to assist firms by conducting research on markets, especially where firms lack the wherewithal to conduct research for themselves. In respect of products of agro-processing, the target markets have been the Caribbean. However, the main challenge has been the development of reliable transport arrangements.

There are good prospects with fruits - mangoes and sour-sop - and vegetables - plantain, and breadfruit - as well as fish. Air Cargo is expensive and in some markets, there are no arrangements for cargo. In the case of Barbados, the absence of backhaul from that island makes that market a challenge. However, in respect of Trinidad, the traffickers have been instrumental in creating and maintaining a market niche: there is movement of goods both

ways. The country would benefit immensely from the upgrade of the infrastructure for intra-regional travel and intra-regional trade. There are also possibilities for extra-regional exports e.g. to Canada: There have been supplies of fish to this market as well as of fruit and vegetables. All of the recent initiatives have been part of the Grenada National Export Strategy.

The Manufacturing industry has not shown significant growth in Grenada. There has been little advance in respect of agro-processing outside the processing of spices, nutmeg, jams and jellies, pepper sauces, liqueurs, and small amount of chocolate, and cocoa powder.

The Department collaborates with the GIDC, the Bureau of Standards and Caribbean Export in Barbados, in the development of standards for exporters of manufactures. This type of institutional support is critical in creating backward linkages in agro-processing to the agricultural sector. While there have been a number of interesting developments, including with such distinctive niche products as nutmeg soap, oil and creams, the manufacturing sector has been relatively stagnant.

2.3.2 GRENADA INDUSTRIAL DEVELOPMENT CORPORATION

The Grenada Industrial Development Corporation (GIDC) was founded in 1985. It prides itself in having a long

term horizon and in having been first in the development of a long term plan within which to structure short term programmes. However, there has been only very limited implementation of the plan and, to all intent and purposes, the plan was abandoned in 2007.

The fundamental objective of GIDC is to develop the economy, create employment where necessary, with the assistance of foreign direct investment. The underlying philosophy is that the Government would create the environment and policy framework within which the private sector, domestic and foreign, can invest and create employment, and generate exports for the country. Unfortunately, the process of implementation has left the country in a 'catch-up' mode rather than being ahead of the game. Moreover, in the context of industrial programming among the countries of the OECS, there has been little real cooperation and compromise. Each member state has sought its own narrow interest which has been prejudicial, in the final analysis to all members as a collectivity.

One major area of disappointment has been in respect of the Produce Chemist Laboratories, which were expected to be the start-up to much agro-industry. These labs have not made the contribution that was initially expected of them in the OECS, and Grenada has been no exception.

The GIDC is responsible for the industrial estates. Frequente, the largest, consists of 25 acres, while Sea Moon is much smaller with only 3 acres. Frequente was once buzzing with activity and there were once as many as 2000 workers on this industrial estate.

But with the closing of the call centres and the withdrawal of a number of American companies, some of this being a result of the implementation of the North American Free Trade Area (NAFTA), the estate is no longer a beehive of activity. The ICT initiative has worked for a while, and there may be some interest in call centres. But one cannot be too hopeful of the country being a major competitor in this area.

At the present time, a number of the buildings on the Frequente Estate are being utilized for warehousing, rather than anything else, which reflects the fact that manufacturing is in the doldrums.

2.3.3 CHAMBER OF INDUSTRY AND COMMERCE

The Chamber was formed in 1921. While a large section of its membership comes from the business community in Grenada, there are members from Industry as well. This has been responsible for the change of name of the organization. The Chamber seeks to provide voice for its clients in treating with the Government and its respective institutions, and in its cooperation with

civil society organizations in the country.

It is maintained mainly by the subscriptions of its members, in the form of membership dues. However, these are not adequate to the needs of the organization. Its primary focus has been on advocacy, in recent years, and as a forum for discussion of the economic and business affairs of the country.

In that regard, the Chamber does raise issues that are of particular concern to the business community and to industry, and engages in critique and commentary on the economic and social affairs of the country. The Chamber hosts at least two meetings per annum among the entire membership. It holds an Annual Banquet which allows for some fund-raising. It does have an established website, but is still to exploit its use in treating with its membership.

There are representatives of the Chamber sitting on a number of Boards and Committees established by the Government. There is also a Senator in Parliament who represents the interests of the business community and who is drawn from the Chamber. There is also a department of government that focuses on the development of the private sector.

The Chamber has been a good corporate citizen and, in that regard, has been instrumental in the building of Bus

Shelters along some of the more important commuter routes in the country.

The interest of the Chamber extends to matters relating to industry. The Management of the Chamber rues the fact that the country has not achieved what can be called a critical mass in respect of the development of industry. There are some basic industries operating on the industrial estate – toilet paper, and furniture – responding to the basic needs of the population.

Some of the limited industry that had been established in an earlier period, has died or has experienced disinvestment. The operations in ceramics and in the production of foam on the main industrial estate, has closed. Space on the industrial estate has been reduced to warehousing, with little by way of serious manufacturing being done. The call centres which were once seen as part of the effort of Grenada to diversify into new services has also disappeared, as the country seems no longer attractive in this field.

There is a dearth of industry utilizing the local raw materials of the country and engaged in down-stream processing into goods that can be exported or which can cater substantially to domestic and regional demand. There has been some attempt to share industries among the countries of the sub-region – OECS – but that effort has not been successful.

The Chamber has campaigned for the development of the agro-processing sector, given the potential in a number of areas to link back to the Agricultural Sector – mangoes, nectars, and fruit. There is need for R&D to support niches that Grenada can get into: for example, there is the claim that cinnamon can be used in the treatment of diabetes.

This is a product in which the country is well endowed in production capacity. There is need to find the scientific support for this hypothesis, as well as clinical trials for the teas that can be made with products from Grenada, especially given the burgeoning demand for natural products.

Another challenge is land titling which acts as a constraint on the development of the Agricultural Sector. The institutional reorganization is critical in this regard, to ensure that the farming community can engage in contracting and in the sale and transfer of land for agricultural purposes.

From the perspective of the Chamber, there is need for a major thrust in agriculture to get people back to the land, starting with the most basic task of clearing the land, and getting it back into production. There is need for all of this to be supported by small scale processing operations.

Finally, there is need to develop viable projects supported with trained and skilled labour infused with a new

mentality in which workers are committed to life-long learning and development. In the absence of this, Grenada seems to be returning to the stage when its greatest export is its people.

Although remittance income is important to the country, its development can be better anchored on its productive base, which, with appropriate measures, can put the country on track to realize employment and income growth for the resident population.

2.4 FINANCE AND BUSINESS DEVELOPMENT

2.4.1 THE MINISTRY OF PLANNING

The Ministry had been engaged in the implementation of a Plan, which was born out of a consultative process. Plan implementation was directed through the Annual Budget, the 2008 Budget being the last occasion when the framework was provided by the last formal Plan. The Ministry was responsible for maintaining its momentum by a Rolling Plan that translated concrete action in the short term into a medium term perspective.

The Government faced a mammoth task of ensuring high fiscal management in conditions of restricted revenue flows, and still seeking to create conditions for growing the economy. The country was faced with a major debt stock. Aid

declined and the Government resorted to commercial borrowing which backfired by increasing the debt stock. The country has to observe the guidelines set by the ECCB. One requirement is the generation of a primary surplus on annual operations. While there was substantial grant funding after the hurricanes, aid dried up.

The Ministry has witnessed more recently, some signs of economic diversification. Tourism and the inflow of FDI have been the main features of the more recent experience in economic transformation. The Ministry has remained forever sensitive to the importance of facilitating the private sector and of growing the economy.

It cannot be denied that the Agricultural Sector declined precipitously. However, new crops were being introduced and agro-processing was being promoted with a view of stimulation the production in the Agricultural Sector.

The Government could not be averse to the liquidation of debt through the sale of capital assets. In spite of the challenges, the prospects for growth looked encouraging and there were in the pipeline a number of private sector projects that were likely to create their own spin-off effects which would be positive on the economy and society and would complement what the Government was doing.

The Government and the country had benefitted from the Petro Caribe initiative, which could be a source to fund poverty reduction programmes. The Government was also looking to improve conditions through growth enhancing measures, especially through the funding of education and other social programmes.

There has been signing for larger hotels and condominiums. It was estimated that unemployment was in the region of 10-18 percent (2008), and contributions to NIS were growing at that time.

The Government is also concerned with the area distribution of economic activity. The Grenville market was upgraded with resources provided by the Caribbean Development Bank. There were other projects in Gouyave and in St. David that were designed to expand production possibilities, and increase employment opportunities in these areas.

2.4.2 GRENADA DEVELOPMENT BANK

The Grenada Development Bank was initially established in its first incarnation of 1965 as the Grenada Agricultural Bank. The Bank had a name change in 1980. It continued to support agricultural finance for sometime, but this has been discontinued in more recent times. The lines of credit that were provided by the CDB and EIB carried stringent criteria that effectively excluded the vulnerable,

especially farmers who did not have freehold property.

The Bank has made some contribution to the upliftment of the poor in others spheres of its portfolio. A significant component in its programmes is the Student Loan Scheme. The Bank has been able to access funding from the National Insurance Scheme (NIS).

There are other funds available by way of government grants and profit generated from the use of donor funds. However, the terms and conditions for these loans are still largely, set by the donor community. The high level of delinquency developed around the portfolio was responsible for the introduction of stringent criteria.

The CDB has been helpful by allowing some greater flexibility in the criteria used. The income of the household and the assets (a maximum of \$20,000 has been set) are factor taken into consideration, in helping poorer students to benefit. This might be the only programme of the Grenada Development Bank that targets the poor, specifically. Caribbean Development Bank (CDB) provides funding for on-lending to younger people, wishing to get into business. The Bank supports also micro-sector lending.

The Grenada Development Bank has sustained some negative fallout in lending to the tourism sector, where there were considerable arrears

especially with respect to guest houses. Since Hurricane Ivan, attention has been devoted to the resuscitation of businesses. The Bank has not been able to make much headway in promoting eco-tourism, largely because it lacks an industry specialist in this area.

2.4.3 GRENADA COOPERATIVE LEAGUE

The League was established in 1958 to provide an umbrella for different types of cooperatives to work together. Among the membership of the league are four agricultural cooperatives, one agro-processing, four fishing, two furniture and some 12 credit unions. The furniture and agro-processing are the weakest members while the credit unions and the fishing cooperatives and among the stronger.

The membership of credit unions has grown by leaps and bounds. There are 35,000 members in credit unions, which suggest that about half of adult population has membership of a credit union. The movement is strong and growing and is modernising. In more recent times there has been strengthening through mergers and more of this is anticipated with the change in the regulatory regime that is in the offing through the regulatory regime being installed by the Eastern Caribbean Central Bank. There is already in place the Grenada Authority for the regulation of Financial Institutions, which oversees non-bank financial institutions. The league has campaigned and lobbied to ensure that

an enabling environment is maintained for credit unions, and to avoid their being treated like banks.

Credit Unions were particularly helpful in the post-Ivan phase, including in arranging humanitarian assistance. One of the credit unions directed its attention at the purchase of seed which allowed for the resuscitation of agriculture and short term crops.

Most of the credit unions are also involved in housing, and one of them has been involved in land development, although in this case, this has been at the higher income level of the housing market. By and large, the initiatives of credit unions in housing have helped a number of poorer people to acquire homes. The Public Service Credit Union is the largest credit union, in terms of assets. Generally, the credit unions have been successful in attracting young members.

The credit unions enjoyed loyalty even among members who migrated. Many usually service whatever loans they might have contracted before emigration, and some continue to accumulate balances back home in the credit unions. The League has worked closely with other Leagues within the OECS and with the Chamber of Commerce in Grenada, in areas of mutual interest.

2.4.4 COMMUNAL COOPERATIVE CREDIT UNION (CCCU)

The CCCU has been in existence for 41 years and provides a haven for people to save and also to provide them with access to credit. It was initially established as the St. George's Cooperative Credit Union. Given the span of its membership, it officially broadened its bond with a change of name. Its membership hails from all over the country. At the time of the interview, membership of the credit union stood at 12,753, with more males than females, only marginally though, and they are served through six branch offices, in addition to the main office.

Main services provided by the credit union include, of course, the provision of credit to the membership as well as training.

In the past, CCCU has provided loans to SMEs with the help of the UNDP. However, this was poorly managed, and there has been less involvement in this area in the more recent past.

There was also a Rural Credit Scheme, which was partly subscribed by grant funds from the European Union. There was also to be a loan component, and it was expected that entrepreneurial development would have been part of the project. The coming of Ivan made it necessary to change the entire approach and the funds have been directed instead at the rehabilitation of housing.

The Credit Union lodges its funds in the commercial banks. It works closely with the Home Mortgage Bank based in St. Kitts. It collaborates also with other credit unions in Grenada. However, the Credit Union, unlike some others, has not got into the provision of housing directly, although it assists with mortgages.

In addition, it offers service to its members in respect of credit union management and financial literacy. The Union mounts programmes directed at the skill areas, and has under-written courses in upholstery and in wood-working.

One of the challenges faced by the Credit Union is the recent introduction of legislation for a new institution to monitor and to engage in oversight of credit unions. The Grenada Authority of Financial Institutions will have authority over credit unions. The Department of Cooperatives is being disbanded, or at least the legislation giving it a role in respect of credit unions is being repealed. But there is still in place a Cooperatives Act.

There is a lack of clarity in what is being implemented, from the perspective of the Credit Union, and there is a strong sentiment that the Eastern Caribbean Central Bank which is the proponent of these changes, is not fully seized of the modalities of operation of credit unions and about their efficacy in mobilising

savings and in the provision of credit for their members.

In sum, there are important sources of credit outside of the traditional banking system. There is the state institution, in the form of the Grenada Development Bank and there are credit unions engaged in lending to their members. Most of the focus of the Development Bank in the more recent past, seems to have been directed at housing and at the allocation of funds to students engaged in tertiary education.

SMEs and the Agricultural Sector do not seem to have been particularly favoured by these institutions. The rehabilitation of physical structures required in the post Ivan period partly explains this direction. The indebtedness of the Government itself limited its role in the provision of cheap credit to new businesses and entrepreneurs, especially in the face of the greater risks in an economy and society with high levels of vulnerability confronting a large section of the country.

2.5 SUMMARY

The institutions that support the key economic sectors of Grenada and the economic organisations themselves have faced one of the most difficult periods in the economic history of the country. There have been advances in some areas. There is an emerging niche market of small hotels and guest houses,

most under local control, and with links to agriculture and fisheries.

The Ministry of Tourism seems sensitive to the need to encourage the development of community based tourism, and the interest demonstrated by a number of communities (e.g. Gouyave) suggests that perceptible shifts had taken place since the end of the last decade, in the realisation of possibilities through community based involvement in tourism.

It is a moot point how well such approaches have been systematically supported by all levels of Government. Nor has there been much evidence of inter-agency coordination to promote inter-industry linkages.

Organisations engaged in advocacy like the Hotel and Tourism Association and the Chamber of Commerce seemed to hold strong views on the need for major shifts in policy. However, in the period when the study was conducted – 2008 to early 2009, there did not seem to be much in place to bring these representatives of the private sector together with the public sector in treating with conditions of crisis management.

On the other hand, there has been the work of the Communal Cooperative Credit Union, that continued to mobilise savings among members, some for use by SMEs. This may hold portents of possibilities: there may well be

resources that can be mobilised for development from below, in creating productive employment, including self-employment, if the appropriate institutions are put in place.

For the rest, there was nothing in their operations that distinguished them in treating with a country that needed to transform its economy to face the more competitive environment of the early 21st century, at the same time as the country was rebuilding its economic infrastructure laid waste by two of the most devastating hurricanes in the living memory of its people.

The economic institutions of Grenada had to face environmental disaster and economic crisis in short order. There is little to suggest that they were well prepared for both.

Table 2.1 seeks to score these institutions on the basis of their contribution to transformation and development of a small peripheral economy in crisis. Much depended on their capacity to increase and to maintain employment, enhance foreign exchange earning capacity and prepare the country for higher level of participation in the international economy. Their actions were critical to poverty reduction and protecting the poor and vulnerable, and/or preparing them to face economic changes that are inevitable for a small economy heavily reliant on external forces.

TABLE 2.1: ASSESSMENT OF INSTITUTIONAL EFFICACY (ECONOMIC SECTORS)

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR GRENADIANS	SCORE
1.	Ministry of Agriculture	Developmental	Seeks to restore and strengthen existing agricultural sectors at the same time as the age-old challenge of agricultural diversification is addressed; develops programmes for production of short crop agriculture to tide over the agricultural community; mobilises plant propagation to restore tree crop agriculture; engages in programmes of land reform to address landlessness; sources technical assistance to promote downstream processing.	2/3
2.	Fisheries Department	Developmental and Regulatory	Promotes upgrading of fishers and develops capacity for mounting export thrust supported by appropriate standards in handling and processing of catch; has attracted younger people with good secondary education to view fishing positively as a career.	5
3.	Grenada Nutmeg Association	Developmental and Regulatory	Seeks to restore the Nutmeg Industry to viability; collaborates with Cocoa Producers on creating synergy; supports plant propagation exercise.	3
4.	Ministry of Tourism	Developmental and Regulatory	Encourages community-based tourism and eco-tourism; seeks to diversify within tourism; supports linkage to agriculture and fisheries	3/4
5.	Grenada Board of Tourism	Developmental and Regulatory	Engages in market development and promotion of community based tourism initiatives; promotes backward linkages of tourism to agriculture and fisheries sectors.	3/4
6.	Grenada Hotel and Tourism Association	Developmental	Performs role of advocacy; encourages upgrading of standards.	4
7.	Department of Economic Affairs	Developmental and Regulatory	Seeks to coordinate the work of various agencies; develops policy to promote competitiveness of the industrial sector of Grenada; seeks to promote processing of products downstream of agriculture.	3

*COUNTRY POVERTY ASSESSMENT
Grenada, Carriacou and Petit Martinique 2007/08*

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR GRENADIANS	SCORE
8.	Grenada Industrial Corporation	Developmental	Promotes industrial development on industrial estates; seeks to manage the challenge of promoting industrial restructuring.	2/3
9.	Chamber of Commerce	Developmental and Supportive	Engages in advocacy to promote orderly development of a competitive business environment; promotes involvement of the private sector as good corporate citizens in worthwhile endeavours; collaborates with other agencies in promoting business climate.	4
10.	Ministry of Planning	Developmental	Seeks to coordinate economic strategy through planning framework; seeks to ensure coherence of strategy amidst budgeting constraints.	2/3
11.	Grenada Development Bank	Developmental	Pursues targeted lending policy to encourage development of enterprise and to support training and education at the highest levels; provides support for micro-lending.	3
12.	Grenada Cooperative League	Developmental and Regulatory	Engages in advocacy for cooperative sectors.	3
13.	Communal Cooperative Credit Union	Developmental	Promotes SMEs and micro-lending subject to resources; promotes financial literacy; encourages development of skills among micro enterprises.	4

SECTION III: HOUSING, INFRASTRUCTURE AND UTILITIES

Major components of the built infrastructure determine the quality of life of the population in general and of poorer people in particular. Good access roads into agricultural areas allow farmers to get their products to the market at lower costs, and less spoilage compared to conditions of poor access. Good housing for low income residence reduce social costs of over-crowding and spread of communicable diseases. Rural electrification ensures that rural communities have access to a range of modern services. Social demand for infrastructure has long been a factor in the political process in the Caribbean, and Grenada has been no exception, with the provision of infrastructure being an important feature of every political platform.

Thus, every political administration seeks to expand the range and improve the quality of the built infrastructure. It is a highly visible record of a government's performance. Grenada suffered the direct land fall of two major hurricanes in 2004 and 2005 which made havoc of its infrastructure. In its rebuilding, the country has been far more sensitive to its vulnerability, and to the need for its infrastructure to observe the highest standards. It is vulnerable not only to hurricanes, but also to earthquakes and now to the direct and indirect impacts of sea level rise and global climate change.

Institutions in infrastructure development cannot be oblivious to these features.

The hurricanes were particularly devastating on the Agricultural Sector which has not been restored to levels of activity that existed before in terms of output. This has precipitated rural-urban flight and to over-crowding of urban settlements. There is now a major challenge in housing in some urban communities.

3.1 MINISTRY OF HOUSING, LANDS AND COMMUNITY DEVELOPMENT

Housing remains one of the most challenging areas in the country's development. The Hurricanes devastated the vast majority of the housing stock of the country. The Government put in place a number of programmes to deal with the crisis:

1. The Emergency Housing Programme, is designed to respond to persons in dire need.
2. The Housing Repair Programme, as its name implies, is designed to provide for repairs to those units that could be restored.
3. The Materials Assistance Programme, provides households with materials and allows for repayment by installments.

4. The Loans Programme, allows for upgrade and/or repairs.

There is also the Housing Authority which is a government supported agency, that builds homes and organizes mortgages for beneficiaries selected on the basis of certain criteria.

There have been pledges from a number of Governments in respect of the rebuilding programme. The Government of China pledged to provide 2000 units and the Government of Venezuela pledged 500 units. The homes supplied by the Chinese consist of three types:

- Single family residences at a price of about \$140,000 per unit;
- Town houses at between \$120,000 and \$130,000 per unit;
- Apartments.

The CDB has been instrumental in the provision of the infrastructure for the housing projects undertaken with the assistance of the Chinese. The Government of Venezuela has insisted that the units provided with its assistance should be targeted at single parents and farmers.

The Government has eligibility rules in place for the provision of assistance to households seeking homes: the rules are

heavily oriented to the level of vulnerability of potential recipient. The assessment involves establishing whether applicants own land, are exposed to hazards, and the number of dependents and the ages of members of the household.

There are contending views on the approach to be used in treating with the problem of housing settlement. One is that households should seek loans from the lending agencies, instead of the Government offering financing directly. In that regard, the Government can encourage 'friendly mortgage agreements' but would be beneficiaries would face the normal criteria involved in the discharge of mortgages. This ensures that the provision of housing even with state support, observes market rules as closely as possible. The alternative arrangement of direct state involvement creates conditions for resource capture and the infusion of political connection in housing distribution.

Another hurdle faced is the correcting of the land titling problem of the country which has created a night mare in the provision of homes on lands occupied by large sections of the population. In the absence of good title, it is difficult to arrange mortgages and engage in other marketable arrangements in respect of land and housing on sites that are occupied.

3.2 NAWASA

NAWASA is a Statutory Agency responsible for the freshwater reserves of Grenada and the distribution of potable water. It is responsible also for collecting and disposal of sewerage. The Authority finances its operations through user charges for its services.

The institution evolved from what was originally "Water Works", which was a Unit in the then Public Works Department in its earliest incarnation. In 1969 Water Works formalized into the Central Water Commission (CWC), which had responsibility for water production and distribution only. In 1990 NAWASA was formed and sewerage collection and disposal, which up to that time had been under the Ministry of Health, were passed also passed to NAWASA. This was in keeping with global trends to house water and sewerage management under one body.

The estimated coverage is 97 percent (one of the highest in the Caribbean), with good reliability. Most (95%-97% - NAWASA estimate) of the clientele have water supply 24/7, except in areas with inadequate infrastructure, where the service is available less than 24 hours per day. In the dry season however, demand outstrips supply.

At the time of the interview, the government had just made the decision to remove water resource management

from NAWASA; a separate management company has to be created to manage water resources and NAWASA was to retain responsibility for distribution. This move is also in keeping with recent international trends.

Donor agencies are requiring countries to develop a Water Policy. The Ministry of Agriculture's Forestry Division has the responsibility for protecting water catchment areas, and its Agronomy Division is responsible for the development of irrigation on the island. Grenada adopted this policy late in 2007 but is still in the process introducing legislation to support the policy change.

Formal planning of the water sector dates back to the 1960s. The country has had planning updates of the sector, with the most recent effort supported by technical assistance from the French Government.

The nation's water resources derive mainly from its streams and rivers, although there is some groundwater available in areas along the northwest coast. The total water withdrawal per capita is estimated at 125 m³ per person per year.

There is some competition with agriculture for water, as some farmers use domestic supply for irrigation, but these are likely to be small scale farmers. There have been complaints about high rates (generally by domestic users). This

notwithstanding, there are plans to increase the tariff in order to try to meet operating costs. There is no regulatory body for tariffs, NAWASA is required to apply to the Government for approvals for rate adjustments. The Ministry of Health has the authority for monitoring water quality.

Water loss is largely due to old pipelines and leakage. The EU funded a South of Grenada Project, which was aimed at upgrading plant to increase the storage capacity and buy new pipes and replace fittings. This project was on-going at the time of the interview and is expected to lead to a 20 percent improvement in reducing water loss.

3.2.1 SEWERAGE

In large part, the sewerage operations are a loss-making operation and NAWASA barely recovers the cost of infrastructure and treatment. Hence there has always been a need for the water operations to subsidize sewerage.

Sewage disposal is a high cost operation. For example, there is a need to use pumps since gravity does not provide enough pull; and there have also been instances of infiltration by storm water into the sewerage system. Sewerage operations are very costly to manage.

There are two networks - St George's and Grand Anse. There is no site in Grenville as yet, although there are plans in place to extend the service to

this area. The total estimated population covered by the two networks is 3 percent (2006 estimate). Its high water table will pose a challenge.

Sewerage connections are mandatory in the law but not strictly enforced. In many cases, people came afterwards and asked to be hooked up. This was especially encouraged by the Ministry of Health when septic tanks overflowed.

3.2.2 WATER AND POVERTY

There is a Government Programme in place to assist people who cannot afford to pay for connections to the sewerage system. NAWASA passes them to the government directly. However, this list needs to be revisited and monitored to ensure that those who need it most are the beneficiaries. There may be a need for government to use an estimate of lifeline supply for basic sanitation and use this estimate to cost their programmes, because government will not be able to sustain the program in its current design - there are no guidelines and ceilings for tariffs paid by government on behalf of persons on this list. This programme currently costs government about three hundred thousand (EC\$300,000) per year, with about 500 beneficiaries (as at September 2007), an estimated EC\$40 per family per month. This is a small number relative to the number of households in the country.

3.3 MINISTRY OF WORKS

Much of the work of the Ministry of Works since 2004 has been directed at the restoration of the infrastructure that was severely devastated by Hurricane Ivan. Even some of the most important Government Buildings were affected – Governor General’s Residence, and Parliament – let alone roads and a range of rural infrastructure. The process of rebuilding has led to some upgrade of infrastructure, especially of roads, in the short to medium term.

Since the passage of the Hurricanes, the Building Code has been widely adopted in setting guide lines and is more closely adhered to by everyone. The OAS assisted in the conduct of a quality assurance exercise among key agencies. The fact that so many buildings were not properly maintained explains some of the losses.

The lending institutions have become more insistent on the observance of the code. Inspections are critical and the country has moved closer to 100 percent compliance with the use of the code and inspections before new buildings could be approved.

The Ministry is painfully aware of the vulnerability of coastal areas, and sea-walls need to be constructed by way of coastal protection.

Other challenges faced by the Ministry of Works include:

- The maintenance and regulation of the ferry service between Grenada, Carriacou and Petit Martinique, which is an essential service but supplied by private operators;
- The development and maintenance of jetties, for the fishing industry, and for a diversified transport system;
- Parking and congestion in St. George’s; and
- Use of large trucks on roads not designed for their use.

High maintenance costs that can prove unmanageable with fiscal constraints may lead to depreciation of infrastructure with implications for the public, including the poor. The high quality of some of the infrastructure risks depreciation in any constrained programme of maintenance.

3.4 TELECOMMUNICATIONS

3.4.1 CABLE AND WIRELESS

The telecommunications field has become highly competitive and Cable and Wireless is no longer in a monopoly situation. The rates for different services have come down significantly. Mobile services are unregulated, and with the competition among providers, the rate has come down significantly.

There are 80,000 subscribers which suggest a very high penetration rate. This figure is ten percent above the adult population. Cable and Wireless has attempted to be a good corporate citizen, and has provided internet access to primary and secondary schools across the country. It is noteworthy that Carriacou has a very high penetration rate in terms of services.

The company has developed arrangements with Dell and also with Hewlett Packard to provide cheap computers, so that large numbers of people would have access to the internet.

Cable and Wireless contributes to the society also through its scholarships programme. At both the secondary and tertiary levels, students have been supported with resources for their programmes. The Company has also instituted a mentorship programme, which pairs students with a mentor from within its establishment.

The Company is also involved in community upliftment activities. It sponsors groups in the Carnival. Young people in sports with promise are also assisted. Innovative and creative ideas of students at TAMCC would also

attract support of the firm. It can be argued that it does impact positively on the lives of some of the poorer people in the country.

In sum, the rebuilding process following the hurricanes has allowed the country to observe standards set for infrastructure and building construction for the Caribbean. The Cayman Islands were also hit by Hurricane Ivan but suffered less damage than Grenada. In the attempt to upgrade the population is getting access to higher quality infrastructure services.

However, the allocations inevitably need to be higher in ensuring that the standards are being observed. This implicit requirement may push some accommodation out of the reach of the poor. Assistance of friendly Governments in the post Ivan period has led to some increase in new housing units, although much of these might not be within the reach of the lower income groups. In the area of potable water, there is universal service and in respect of telecommunications, the opening up of the market and de-monopolisation have led to a wider range and cheaper telecommunications services, to the public including the poor.

**TABLE 3.1: ASSESSMENT OF INSTITUTIONAL EFFICACY
(INFRASTRUCTURE, HOUSING AND UTILITIES)**

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR GRENADIANS	SCORE
1.	Ministry of Housing	Developmental and Supportive	Seeks to ensure access to housing accommodation at lower cost to lower and middle income residents; secures external support for housing development; ensures that new housing units are built according to building code.	3
2.	NAWASA	Developmental and Supportive	Ensures potable water supply to the population; guarantees supply to poorer households with Government deciding on persons to be exempted from charges.	4
3.	Ministry of Works	Developmental and Preventative	Seeks to expand infrastructure across a wide swathe of areas and to upgrade standards; has expanded road infrastructure in more remote communities.	3
4.	Cable and Wireless	Developmental and Supportive	In more competitive environment has ensure widening range of services to the population; has also sought to be good corporate citizen with assistance to poorer communities and groups and to disadvantaged students.	3/4

SECTION IV: SOCIAL DEVELOPMENT AND SOCIAL SERVICES

The nature of social services has always been a factor in poverty reduction or in the amelioration of conditions for the poor and the vulnerable. The State has played an active role in this regard since the post World War II period, when the report of the Moyne Commission was published. The keen interest in poverty reduction since the early 1990s has led to a greater focus on institutional structures that target the poor and the vulnerable. Poverty and Social Impact Assessment focus very directly on the quality of the institutional base. This section reviews some critical agencies in social development, social protection and social services delivery. Their work has to be seen against the backdrop of a Poverty Assessment exercise in the late 1990s, which was expected to serve as a platform for effective interventions.

4.1 HEALTH

The human capital revolution in the second half of the 20th century identified expenditure on health and education not only as social services, but also as social development, contributing to an expansion of the productive base of the society. The performance of its institutions in this area defines the production frontier for the country, especially in a knowledge driven international economy.

4.1.1 COMMUNITY HEALTH SERVICES

The Primary Health Care System allows for the walk-in by members of the public at any of the facilities, which consist of six health centres, and thirty medical stations. The former provide a range of support services, while the latter would have a staff complement of a Nurse, and a Nursing Aide with the District Medical Officer assisting once per week.

Community Services are free for the most part, but there are minor charges for some services. Medication is available free to persons under 16 years of age and over 60 years. Others are charged but usually at a fraction of the cost. There is a fee structure in place in respect of health care at hospitals. The beds are free as well as some medication. Such services as X-ray, blood tests, CBC, ESR, CAT, FBS have to be paid for by patients.

There are hospitals located at St. George's, Gouayave, and Carriacou. The Maternity Unit at Gouayave is being rebuilt. Sauteurs is blessed with the best Maternity Unit in the country according to the Authorities. Chronic diseases account for most of the reported health problems among the population. Diet and lifestyle changes were responsible for the increased incidence of chronic diseases. HIV/AIDS has emerged as

critical among infectious diseases requiring a special programme.

The Health System is plagued with staff shortages, and substantial numbers of personnel have been lost through migration, the United States being the most likely destination but US Virgin Islands and the richer islands of the Caribbean, also being favoured as destinations. The Health System has had to rely on Cubans, and retired nurses on contract to secure some of the personnel required to manage its operations.

The Ministry is seeking to promote healthy life styles among the population, and inculcate a commitment to wellness. There is also a campaign to encourage sexually active persons to observe safe sexual practices. The fact that the Prime Minister at the time was active, and visible in his orientation to wellness, was a positive factor in the promotion of healthy life styles.

The Ministry has made considerable strides in respect of care of the Elderly. It is now routine for the elderly to visit health centres every three months, and there are services to ensure that shut-ins are included. Monthly visits are made to homes for the Elderly.

A strategic plan was being designed for the Health Sector. It will involve programmes for control of tobacco use, improved care for growth through the Adolescent Health programme. There is also in the offing a Maternal and Child

Health Programme. A Global School Health Programme survey was also to be conducted.

4.1.2 HOSPITAL SERVICES DEPARTMENT

The Department has oversight of the four hospitals in Grenada. The health system is deemed to be weak by the higher administration in the hospital system, with the hospitals being the weakest sector of it. There is considerable overcrowding. There have been many studies of the system but apparently, to little avail.

Doctors are expected to spend four hours in their clinics, but it is not unusual to find that there are no doctors in the clinics, and no nurses in the health centres. The physicians do abuse the system. Less than five percent of the cases presented at the hospitals are due to emergencies.

The Main Hospital suffered damage in the passing of Hurricane Ivan and has not been fully restored. There is a perennial problem of overcrowding, especially in maternity services. Most deliveries still take place in the General Hospital, although maternal centres have been constructed. Women often end up delivering babies where they are sitting awaiting attention in the hospital. There is some concern about infant mortality and anti-natal services.

There is still an ongoing effort to improve ambulatory services, in the treatment of persons with chronic

diseases. A Strategic Plan has been prepared and it treats with critical factors of the Health System.

The main challenges faced in the health system, it is suggested, are the loss of personnel through migration, a salary structure that makes the field unattractive, and the outdated technology in use in the system. Seventy percent of the budget is pre-empted by personnel costs. The countries of the OECS have got together to achieve some bulk-purchasing of supplies for the entire sub-region.

While there are user charges, the quantum collected is small. The epidemiological profile of the country shows an increasing prevalence of chronic diseases. There has also been a noticeable increase in the number of persons with mental health problems.

Tertiary or advanced care is secured abroad. The Government has a small budget that is used to provide assistance to those needing treatment abroad. There are also efforts to form alliances with agencies abroad to allow access to tertiary care facilities. The idea of a National Health Insurance has been bruited and discussed over and over. There is no evidence of any concrete steps in that regard.

4.1.3 NATIONAL AIDS DIRECTORATE

The National AIDS Directorate was established in 2003 in the Office of the Prime Minister. It has since been moved

to the Ministry of Health. It coordinates, facilitates, monitors, and evaluates the non-health sector and civil society responses to HIV/AIDS. The Health Sector Response is conducted separately. It has a five-pronged model in its response to HIV: this is also known as the ABCDE model.

The Directorate is not involved in direct implementation, but rather works through others to educate the population about HIV/AIDS. Technical and financial support is provided to a number of organisations. The Directorate sources funds from the Global Fund for HIV/AIDS. It partners with other agencies, and in that regard, has had successful collaboration with the Ministry of Health itself, ILO, the Grenada Red Cross, the National Organisation of Women, as well as with the MSM Community.

There have been 374 cases ever since the disease was identified in Grenada. There have been fluctuations in the rate of prevalence. It is the view of those engaged in the running of the Directorate, that poverty is a factor, and that there are a number of unemployed females that are HIV positive. On the other hand, most HIV positive males are employed.

There are people in the society who succumb to risky behaviour. The age of first sexual encounter can be very low, even under ten years of age. There are many girls who become pregnant under

the age of 16 years. They are clearly vulnerable to HIV/AIDS, given that they engage in unprotected sex.

In 2008, there were 15 cases of children 0-14 with HIV/AIDS. However, these were cases of mother-to-child transmission.

4.1.4 GRENADA RED CROSS

The Grenada Red Cross Society has been in operation since 1955. Its primary objective has been the alleviation of problems that people face in situations of disaster: much of its work, therefore is about disaster preparedness and response. Its focus is thus humanitarian.

It has directed its attention in more recent times to a number of other areas:

- HIV/AIDS and psychological support to victims;
- Youth Development;
- Social Welfare;
- Community participation in all of the above.

By and large, it sees itself as being involved in assisting the poor of all descriptions. It would do more in the area of social services, but is limited in terms of financial and personnel resources.

The resources utilised by the Society are raised locally. There is no particular source of external funding and the Society seeks funding from everywhere.

It is not reliant on Red Cross International, although in the wake of disasters like Hurricane Ivan, Red Cross International would assist.

Grenada does not ordinarily get assistance, and is seen as much better off than Haiti and the countries in Africa, in being able to organise its own funding. However, the Red Cross could have benefited from a longer term project – say of five years in duration – in dealing with the effects of Hurricane Ivan. International donors assisted for two years, but they have since withdrawn, and a number of NGOs have been left in the lurch in terms of the source of their funding.

There is a small income to the Red Cross of Grenada from its own income-generating activities, which include the sale of products and the rental of its conference room. It receives a small subvention from the Government by way of a grant of \$2000 per annum. It sees itself however, as an auxiliary of the Government in respect of the management of disaster.

The Red Cross Society would benefit and, ipso facto, its clientele, if it were possible to have a small staff employed on a full-time basis. There is a limit to what can be done with volunteers. There is need for coordination among the various agencies. The Red Cross does work with a number of agencies – the Ministry of Education, NADMA,

and with a number of agencies involved in Youth Programmes.

The Red Cross claims to notice the emergence of a number of problems in the aftermath of Hurricane Ivan. There is greater evidence of inter-personal violence, alcohol abuse, and other forms of social decay.

From the perspective of the Red Cross, not enough was done in the wake of the last exercise in the assessment of poverty to treat with the poor.. GREP was one such project that emerged from the exercise. However, the Government held back much of the information from the public, and it is not clear how well targeted have been its programme

4.2 EDUCATION, LABOUR AND TRAINING

4.2.1 MINISTRY OF EDUCATION

The Ministry of Education has oversight of the education process from pre-schools to Community College. The Nurseries are supervised by the Ministry of Social Development and cater for children in the age group 0 – 2 or under three years of age. It is estimated that some 91 percent of children aged 3+, are enrolled in pre-schools, and most of the pre-schools are run directly by the Ministry of Education.

The other institutions are privately run but all are subject to a strong regulatory

framework. Teacher pupil ratio ranges between 1:10 to 1:15. However the quality of the teachers may be variable. There was never a training programme until the introduction of the subject of Early Childhood Education at the Community College. Prior to this, the SERVOL programme developed in Trinidad served as the inspiration. There are a few persons from Grenada who have had training with SERVOL in Trinidad.

There is an Education Act in place, but Regulations are only now being done. The Act represents some level of cooperation and collaboration among the countries of the sub-region. The template of Dominica is being used in the development of the regulations. This is a positive development for the region, in which there is likely to be far more movement of people among the member states of the OECS.

The organisation of service delivery is based on the division of the country into seven educational districts. At the primary level, the main issue has been school quality. At best, only about 40 percent of students are performing at acceptable levels. It is the considered view among the management of the educational system, that the home environment has been a factor on the poor achievement. But the quality of instruction is another problem, notwithstanding the fact that about 85 percent of teachers are certified with more than three years of experience.

Thus, the challenge is in the commitment and application of teachers, rather than their 'quality'. There has been some assistance from USAID in addressing the matter of quality at the primary level. The country has achieved universal access to secondary education. In effect, students are now guaranteed free access to education from age 5 to age 16.

However, students are allowed to enter secondary level education from age 11 to age 13. It is not unknown for students to be aged 15, in Form 2. It is possible for students to stay in secondary school until age 20. In the Secondary School system, only about 40 percent of teachers are trained.

There is the Enhanced Learning Programme which is designed to provide assistance to students who are having difficulty in their programmes. Classes are held after school on weekdays and on Saturdays. There is no drop-out problem at secondary school, nor at primary either - 0.8 percent and 0.3 percent respectively. Girls have been performing better than boys in the secondary school system.

Another emerging problem in the school system has been school violence, with associated deviant behaviours among boys. Among the girls, teenage pregnancy has been disturbing: 62 girls in the school system became pregnant in 2007 compared to 25 in 2004. Girls are now allowed back to school after their

pregnancies. There is also the Programme for Adolescent Mothers (PAM) which seeks to prepare girls to manage pregnancy and prepare for motherhood, and to continue their education.

There are a number of transfers provided through the school system. These include:

- School Feeding Programme;
- Book Rentals at Secondary School;
- Assistance with textbooks and uniforms to needy students;
- Transportation.

The School Feeding Programme is provided at public schools in Grenada. Beneficiaries of this programme were just over 8000 in 2007, with 7532 (50.2%) students at the primary level and 550 (5.3%) students at the secondary level. Through this programme lunch is provided at all schools: however breakfast is available at some schools.

The cost of running some programmes at the Secondary Level are high and there is a cost sharing arrangement in place, which involves parents paying a fee for games, ICT and Science Laboratories.

In the view of the authorities in the Ministry, there is need for Family Life Education in School. There are clearly students at risk of HIV/AIDS and STDs generally.

The Ministry is about to launch GTEP, which provides the entry level training in a number of areas. This has been the precursor to the Youth Skills Project that has been sponsored by the World Bank. This latter project is targeted as expected at young people, but is market driven.

The response has been overwhelming. The project has programmes offering Hospitality, ICTs, and other TVET areas. Some 2000 young people are targeted based on the requirements of the private sector. The programmes are well subscribed and especially, by the unemployed. The material that is used has been developed by the HEART Trust of Jamaica. The Community College is the training provider in respect of the project.

It is expected that the programme will be decentralised in other phases, using not only the Tertiary/Post Secondary Campuses, but also the secondary school compounds across the country. The main objective is to have all Grenada in school, with students in the day and parents in the evening and night.

Distance Education facilities are being mobilised as part of a regional project, and fibre optics links based in the waters of Grenada, and the network linking Carriacou, and Petit Martinique, allow not only for teleconferencing, but also for the provision of a host of educational programmes.

4.2.2 T.A. MARRYSHOW COMMUNITY COLLEGE

The College was founded in 1988, and is a national tertiary institution of Grenada. There are different sections to the College:

- School of Agriculture,
- School of Technical and Vocational Education;
- School of Applied Arts and Technology;
- School of Continuing Education; and
- Teachers' College.

Nursing is also part of the Programme offered by the college. It can thus be seen that there is a range of areas being offered by the college.

The college has a relationship with St. George's University, based in Grenada, which allows students to start at the Community College and go on to a university degree. It is a member of the American Association of Colleges and that assures some degree of accreditation beyond the shores of Grenada.

There are extra-curricular activities and every Friday there are competitions among the students. There is some amount of counselling, especially with males. It is recognized that there is need for young men to have that kind of assistance, given that so many of them have not had fathers to work with. The

organisation is financed mainly by the Government. The teachers at the college are essentially public servants.

The college receives funding in the sum of \$6M, but needs in the region of \$24M. In the view of the management, the College is under-funded. It is alleged that a similar institution in Dominica receives about \$18M.

The cost is \$300 per annum per course, in addition to fees of about \$100. There is some level of subsidy to students from the Government, since their fees do not cover the costs of operation of the college. There has been a review of the work of the college in recent times, and it was found that funding is its major challenge. There are about 1600 students at the college who qualify to sit the CAPE Exams.

The college collaborates with the Community Development Department and works with a number of Ministries and has ongoing collaboration with other tertiary institutions in the OECS countries. A general concern about the college is that most of the students that are being educated do not display the ethos associated with good education, for example, in terms of the commitment to the advancement of knowledge and its application for the social good. There is a general frustration with the educational system. There is a problem with males in the system. There are also more female

lecturers than male lecturers in the system.

There is need to break a cycle in the self-concept among many families, ensuring that many more students attend the college, so that when one member of a household attends the college, the others see it as well within their grasp. The college keeps seeking the assistance of the government in providing support to students, for example in providing allowances for transport. The majority of graduates would enter the workforce with an associate degree. The government has cut down on the allocation available to the college. Some students do part-time jobs as many of them do not have fathers or parents in the country. It is typical for the father to be absent in the socialization of young people. Girls outnumber boys in almost every field, even in building technology, and are more determined to get ahead and make something of their lives.

There is evidence of the growing influence of gangs on the guys on the block, and there is a feeling that education will not help them to get very far. The gangsters can showcase examples where people might not have gone to college and are still 'successful'. Students at the College are not unaffected by the social ills in the society. There is a problem among students with the smoking of marijuana.

There is need for a library in support of the expansion of the college. There is

need also to look at the problems of disadvantaged students. There are a few pregnancies that occur among students; they are allowed to come to class up until the ninth month, and may even be the 'ninth hour' and to return after giving birth. They get general support from the staff and the arrangements that are put in place to facilitate the young mothers. There is no day-care centre, however. There are a few graduates of PAM who come to the college after giving birth and completing their courses at PAM.

There is a Wellness Club and a sports programme. More girls are involved in these extracurricular activities. Drama and culture have recently been introduced and it seems that they become involved in Fine Arts and the Performing Arts.

4.2.3 NEWLO

NEWLO was established in 1984 to provide entry level training in a number of areas – Carpentry, Masonry, Electrical Installation, Health Care, Cosmetology, and Hair-Dressing, Plumbing, Hospitality Arts, Office Skills, Sewing, Refrigeration and small appliance repair.

It now operates in three locations, with the facility at Palmiste being the largest, with 180 trainees, and 45 each in Grenville and Petit Bocage. Some of the entrants into the programme are ex-students of the secondary school system who may be having a challenge in their respective schools.

In an age of universal secondary education, there are students who cannot cope, and may actually be almost illiterate. Such students tend to be disruptive in school. Most used to enter directly from the primary school system. The minimum age of entry is 15 years of age, but there have been persons entering as young as 13 years of age.

Before trainees are exposed to any form of skills training, they spend a term in the Adolescent Development Programme (ADP), which is a life skills programme which is a fourteen week programme where trainees are taught basic skills in Mathematics, English and Reading in addition to courses geared towards self-esteem, self confidence and attitudinal change. The objective is to treat with their psychological condition before attempting to teach a skill.

There is a programme in place to ensure literacy and numeracy among trainees, who have problems in this regard, and all are given exposure to the computer at least three times per week. After completion of the ADP, trainees are then engaged in another fourteen week programme which focuses solely on skill acquisition.

The monthly cost of running the programme is \$75,000. The programme is supported by a subvention from the Government, of \$50,000 per annum. Donations are made also by such groups as the Rotarians and the business community in the country. However,

there is some dwindling of this type of support and resources are stretched to the limit.

Fees are set at \$80.00 per term, but some trainees are allowed to come free of charge. Some of trainees are indirectly supported through social assistance that their parents receive. There are arrangements for boarding while in training and a few trainees stay in for a fee of \$30.00 per week.

Staff at the organisation includes a vocational skills coordinator, two life skills coordinators, one junior life centre coordinator, nineteen life and vocational instructors and six administrative personnel. To fund operations, the organisation receives contributions, donations, subventions and sponsorships from the Roman Catholic Church, the Rotary Club, the Government of Grenada, private sector companies and other individuals. There is also volunteer support from the Roman Catholics - two Brothers from Presentation College. There is also a Peace Corps volunteer, and there are some other volunteers who support the programme with literacy training. The on-the-job training that most receive is critical in their acquisition of skills.

By and large, though, all of those involved in the provision of services at the institution are making a contribution, since full-time employment at NEWLO cannot be rewarded with payment at market rates.

The teachers are involved in some level of 'social work' in being employees of NEWLO.

The male trainees tend to pose a greater challenge than the girls in the running of the programmes. Most of the participants are from poorer homes, and there are trainees who are very poor. Some of the girls are parents, having fallen victim to relationships with 'Sugar Daddies'. There are cases of girls being allowed to stay at NEWLO to escape being abused at the home where they live.

It is the perception of the management that there is need for substantial expansion of NEWLO, given the needs of young people in the country. There are areas of the country that can be better served by such an expansion of facilities, especially on the east of the island of Grenada, where distance poses a challenge to the attendance of many prospective trainees. Potential trainees from Petit Martinique and Carriacou need to have better access.

There is need to improve the pay package to instructors, and to make the rates paid at least as competitive with salaries paid to teachers at the lowest level in Government. There is need as well to upgrade the curriculum on offer in the light of changes in the work place. The programmes should be better articulated with courses that allow for the transition to higher levels of training, skills and education.

4.2.4 LABOUR COMMISSIONER'S OFFICE

(Ministry of Labour, Social Development, Social Security and Ecclesiastical Affairs)

The Labour Commissioner's office is responsible for Industrial Relations, Employment and Occupational Issues, Health and Safety in the work place, Labour Legislation and Labour Market Information System. At a more practical Level, the Department oversees the Farm Labour, and Cruise Ship programmes, which provide employment opportunities for Grenadians outside of the country.

The Industrial Relations climate in recent times while not quiescent has not presented too much difficulty. There were eight strikes in the course of 2008. There is no Industrial Court. However, the Department is involved in conciliation and mediation, and has the right to intervene in labour disputes. Where the stages of mediation and conciliation breakdown, matters may reach the High Court. The collective agreements in place actually recognise these steps. There is legislation in place to cover procedures for Essential Services, and the resolution of disputes in this subsector. There are some weaknesses in the present structure of industrial relations, and the Trade Unions may be guilty of making things worse for themselves.

The basis for mediation under the present arrangements includes:

- Ability to pay;
- Cost of Living and inflation; and
- Comparability

The Department organizes quarterly meetings among the three partners to examine the state of the industrial relations and to review existing legislation, and as well matters pertaining to the ILO. In more recent times, the partners have been reviewing the Labour Code. The Employers and the Government have submitted proposals in this regard, but not the trade unions. The Employment Act and the Labour Relations Act provide the framework for the Labour Code.

The ILO regularly and routinely invites views of the partners on a host of issues. However, the Labour Unions in Grenada seldom comment. They tend to be preoccupied with issues concerning wages and seem to ignore such areas as HIV/AIDS, domestic work, and the protection of workers in the Security Industry.

There are areas in the gamut of Industrial Relations that need to be addressed. The Factories Ordinance is totally outdated, for example. The Government is currently addressing domestic work, and in particular, the hours of work of domestic workers.

The country has ratified 35 or more ILO conventions, including the Convention on Child Labour. The country has not been able to participate in annual meetings of the ILO. The last time a delegation attended was in 1998. Finance has been the challenge. However, this has not prevented the Labour Commissioner's office from keeping on top of the reports, and documents deriving from the ILO.

On the matter of employment creation, the Office is very involved in servicing the Farm Labour Programme of Grenada. Sixty-five nationals secured work under the programme in the previous year (2007). There is also the shipmates' service through which workers are recruited to the cruise ship industry.

Unfortunately, the Office has not yet been able to locate itself fully in the supply/demand link, the Labour Exchange nexus, in which both employers and workers see it as a clearing house for information on the needs of employers for workers and the availability of workers for employment. The Ministry however, is reorganising its structure, such that an Employment Agency can be established and an LMIS system can be institutionalised.

The Office is also involved in Inspection and seeks to ensure basic compliance. The Office has oversight of Minimum Wages, and has ensured that wages can be moved up in phases, as it seeks to

secure some matching of wage increases with the level of inflation. One area that needs to be addressed is gender differentials. Women have been complaining of not receiving equal pay for equal work. The new legislation in place has removed some of the gender biases but they have not all been eliminated. Workers as caregivers face problems in the labour market.

The issues of trade and industrial policy are not integral to the work of the Office, and in that regard, it is not well placed to look at challenge of the competitiveness of the labour market vis-à-vis the rest of the world. There is need for the office to work closely with the agencies involved in Trade and Industry and Planning. The social partners do discuss industry and competitiveness of Grenada from time to time.

There is also need for the Office to work closely with the Ministry of Education, especially since Labour Administration embraces training and the upgrading of the work force. There is also the matter of the training of persons in prisons. The Labour Administration function needs to be structured to embrace the wider remit of securing and maintaining competitiveness of the workforce, and in that regard, the Office cannot work in isolation from other Departments and Ministries like Education. Greater coordination is required among these and other agencies.

The Department has been involved in the provision of work permits and in more recent times is the agency with the responsibility for issuing skills certificates, which are required in the movement of Labour within the OECS.

4.2.5 NATIONAL INSURANCE SCHEME

The scheme is relatively young but is financially sound. The last actuarial review for the NIS was conducted in 2006. It was found that there was a substantial reserve. The number of newly registered employees fell from 3,625 to 2,646 over the period 2003 and 2004, most likely on account of Hurricane Ivan. However by 2005, newly registered employees increased to 3,728. Aging is not yet an issue with the NIS programme but there is a pattern that is evident. The NIS is not required to pay any non-contributory payments. But there are people who were previously in a Provident Fund who have had to be carried, as a result of NIS taking up the assets and liabilities of the Provident Fund for which there were no records.

For example agricultural in 2000, the NIS was required to pay pensions for people who had worked on an estate. But this was a closed group. It has not been required to repeat such an approach. Apparently these people had to be taken care of but there were no supporting records.

NIS provides contributors with a pension on retirement age. There are also other benefits, including the Medical Benefits Scheme, the Death Benefit, Funeral Grant, Disablement Pension and Disablement Grant. Women are entitled to a Maternity Allowance. The old age pension programme is separate from NIS, which is a contributory scheme.

NIS was required to establish a temporary programme to provide unemployment assistance, in the immediate post-Ivan period. The NIS does have a mortgage programme in place at the present time. There is no cap in respect of the loans that can be given, once the individual who contracted the loan can service it. The rate charged on such mortgage loans is lower than interest rates charged by the commercial banks.

The NIS does fund a scholarship programme and there are a few secondary school students who have benefitted from this programme but the focus of scholarships is on students going to the T. A. Marryshow Community College.

The NIS does not provide student loans, but it lends some of its resources to the Development Bank for that purpose and the funds allocated to the bank go primarily to student loans. Most funds are invested in Grenada, but some might be invested in other islands. The

greater part of the funds of the NIS would go on pension benefits.

Previously, the labour force was heavily dominated by males. In more recent times, women have been entering the labour force and this has impacted the nature of the benefits that have to be paid. For example more women will require sickness benefits. Income tends to be higher among men, and that has some implications for the nature of the inflows. This has had some impact on the administration of NIS benefits.

The NIS also provides some relief to the poorer people through food hampers to the needy at Christmas time, and it does provide assistance in terms of equipment to the Homes for Children and for the Elderly. It also provides assistance to the HIV/AIDS programme.

The NIS collects its information largely in terms of income classes, so the exact age of contributors is not picked up. Since 2007 the self-employed are required to be registered. Compliance in this regard may be problematic but is improving.

The unemployment benefit paid in the period immediately after Ivan was a temporary one and there was legislation to ensure that it died at a certain stage. There is a reciprocal arrangement with CARICOM countries in term of NIS payments, and there is an agreement with Canada that allows for the

protection of pensions. They have built a pension record in Canada to allow Grenadians to complete the last days of their careers.

4.2.6 TRADE UNIONISM

Grenada Union of Teachers

The Grenada Union of Teachers has been in operation for 95 years, having been founded in 1913. It was established then as the Grenada Teachers Association, an advocacy group, which was the tradition at the time, but it became a Union subsequently. It was registered under the Trade Union Act in 1960.

There are some 1700 members in the Union. There are branches of the Union located across the parishes and its organisational structure allows for representation through the branch.

Its income derives from membership dues, but there are also investments that the Union has made in local companies. It has established a credit union among the membership. One of the benefits that it provides to its members is the arranging of discount on purchases with a number of distribution outlets – shoe stores, pharmacies and super-markets. Another benefit is the Medical Plan that it has secured for coverage members. It is not into housing however.

The Union is very sensitive to difficulties posed by structural adjustment problems. Teachers tend to be above other workers in terms of their

compensation package. The Union is committed to maintaining its standing vis-à-vis other workers. There was no formal wage freeze on the part of the Government, at the time of the interview, nor had there been any in the previous five years, although the Government had admitted to major fiscal constraints.

There is a problem of stability in the teaching staff in schools. While most teachers are Grenadians, there is substantial number of Guyanese teachers in the system, although these are not as numerous as before. However, there is a large movement of teachers in and out of the system. Areas of acute shortage are in Mathematics and in the Sciences.

The teaching community has had a number of concerns about the educational system.

- There is the youthfulness of parents with so many girls having babies,
- Child abuse, and sexual abuse of girls did take place although the extent to which it existed was not well established,
- Violence in schools

With gangs around schools and even in schools, teachers have become fearful and are unable to intervene in any apparent conflict in a school. There is evidence that students in some schools are joining gangs and wear certain colours to identify themselves: scarves of green, blue and red are used. Union

officials point to the fact that a student, who died from stabbing on a school compound, was buried, with the gang to which he belonged performing certain rituals.

The educational performance needs to be improved. Most students seem not to be able to cope with the programme at the secondary level. The Government, to its credit, has a school feeding programme in place, and this ensures that the most vulnerable students have adequate nutrition when attending school. Moreover, participation in the School Feeding Programme does not attract any stigma.

Secondary schools are well distributed across the country, with one in every parish. But there are schools that have high prestige separating them from the rest. There is a perception, among the public, that the better performing children get to the better and more established schools. The curriculum is the same and the texts used are the same or similar.

The new Government seems more committed to engage in consultation with the Union, and surely with the public. The country should benefit from a report that has been done on educational performance vis-à-vis other OECS countries: Grenada is not portrayed in the best light and the Minister is working to change this.

The Union works closely with other unions in the country. It participates on agencies relating to education. It has representation on the Commission on the Rights of the Child. It is also represented on the AIDS Task Force and the Women's Organisation, which are agencies with which it works. It works closely with GRENCODA and also with GRENEDE, an educational development agency.

The Union is affiliated to the Caribbean Association of Teachers, and to an international organisation based in Geneva. The Canadian Teachers Association assists training from time to time.

Technical and Allied Workers Union

This is the largest Trade Union in Grenada and has been in operation since 1958. It is an all purpose Union with about 3000 members. Activities consist in securing wages and better conditions of service for membership.

The Union seeks to enhance the pay package not only by the annual increase of wages, but also by the introduction of other benefits, by e.g. the introduction of medical benefits. It also seeks to organize arrangements for members to secure medicine at reduced prices and also dental services at reduced prices. It collaborates with a number of distributors so that members with cards can get discounts at groceries. It has tried to include members in Carriacou

and Petit Martinique in this arrangement but for the moment mainly its members in St. Andrew and St. George's are the beneficiaries of these schemes.

It is also involved in many spheres, e.g. it has been engaged in procuring school books and uniforms for the less fortunate since the 1990s. It also awards scholarships from time to time to secondary school students. It has been involved in the formation of a Credit Union which offers small soft loans to its membership. Its members form the base of the credit union, but which has a wider bond than the Trade Union. The credit union has been functioning for over 10 years.

It has not yet been involved in the purchase of land for housing development, but is actually seeking to collaborate with another Trade Union to develop housing for of its members. The Union is also looking into guest house operations and hotels for workers from other countries who may come to visit. The leadership of the union feels that the Government paid lip service to tripartism in the past. New legislation in the industrial relations area was implemented in 2008.

There are indications that the new government is genuine in wanting to have dialogue, and talks so far have been positive, including an assurance to ensure tripartite involvement and fuller

participation in ILO fora, internationally and regionally.

Among the employers there are a few good corporate citizens, but by and large there have been difficulties with the employer class, one such example being the aversion to providing workers with time-off for Trade Union work, which is a standard practice where trade union rights are recognised.

The Union is a member of the Trade Union Council and in that regard contributes to the Wage Advisory Committee which has an overview of industrial relations issue and which includes the matters relating to minimum wages and conditions of work. The leadership characterises the industrial relations situation in Grenada as relatively calm. Previously, the hostility mainly came from the Government but conditions have become more settled since a new administration came to power.

There is some inflow of labour into Grenada, mainly from Guyana. The Guyanese workers tend to accept lower conditions than would be agreed to by nationals. Wage competition from such migrants has created some level of tension in the labour market and between the Grenadian workers and the migrants. On the other hand, the Union is not oblivious to the impact of the CSME on the movement of labour. There has been no mass exodus from

Grenada, as far as the Union is concerned.

Some other issues of importance to the Union would be HIV/AIDS in the workplace, Health & Safety matters and the matter of the retraining of workers, to face changing demands in the labour market and in technological requirements. There is need for general training in industrial relations matters. The Union would like to see the inclusion of Trade Unionism and the study of labour at the Community College. In the view of the management of the Union, there are too many people who do not have a basic understanding of Trade Unionism.

4.3 FAMILY AND SOCIAL SERVICES

4.3.1 MINISTRY OF SOCIAL DEVELOPMENT

This Ministry is at the centre of interventions in the social services. It is responsible for programmes that cater to the following vulnerable groups:

- Children: the Child Protection Legislation defines its role in this regard;
- Children in Day Care;
- Elderly;
- Disabled;
- Persons on Probation;
- Juveniles in difficulty;
- Persons needing to be in the Safety Net;
- Victims of Domestic Violence

The Ministry of Social Development does not differentiate between nationals and non-nationals with respect to the allocation of benefits to the vulnerable. Once applicants meet certain qualifying criteria (nationality status being not one) they can benefit from these programmes. Qualification for programmes is based on need and done on a case by case approach.

Beneficiaries of programmes run by this Ministry stood at 5,200 as of July 31st 2007. With respect to assistance for schooling, 1,500 children were beneficiaries as of the close school year of 2007. There is a school meals programme that caters to primary school students and is financed by a Government grant, through fund raising by the schools, as well as with support from the community. There is the Secondary School Book Programme which comprises of a voucher system. The Ministry performs a role in the assessment of eligibility.

The main qualifying criterion for public assistance is being in need. Beneficiaries are urged to graduate from receiving assistance through self-upliftment. There are, however, very few moving out of the receipt of public assistance roll, since most of these are elderly persons. The number of social workers has been increased to ensure better targeting, as well as to support the introduction of parenting programmes.

Persons with disabilities usually qualify for cash transfers. There are also several agencies in Grenada working with the disabled. The Council for the Disabled is one such agency, with which the Ministry collaborates in addressing the needs of the disabled. The Ministry currently makes transfers to NGOs dealing with children, the elderly and disabled, thereby extending its reach to persons with certain vulnerabilities.

Another target group is victims of disasters, who may receive assistance on a needs basis or even cash transfers. With respect to crime, the Ministry has developed a programme of rehabilitation to treat with perpetrators. Victims of gender based domestic violence do receive assistance (not necessarily monetary) within the Ministry. Medical emergencies/challenging medical conditions and treatment abroad are not under the purview of the Ministry of Social Development and are dealt with by the Ministry of Health.

Numerical targets of beneficiaries are set from time to time, and in the latter half of 2007, the Ministry of Social Development was serving in excess of the targeted number of people across the country. The quantum of the respective benefits needs to be adjusted from time to time, to take account of the increase in the cost of living. However, budgetary constraints may not allow the Government to maintain the real value of transfers, and similar types of social

protection, administered by the Ministry of Social Development.

4.3.2 MINISTRY OF YOUTH

The Youth Department is responsible for Youth Policy, initiatives in Youth Development and for the Youth Upliftment Programme, in particular which was launched in March 2009. The programme in its thrust is deemed to reflect the shift in thinking in Government, since the election of a new party to office. Indeed, the Ministry of Youth is involved in a revamp of the Programmes that have been in existence for some time.

There is the Grenada Youth Education and Training Programme which is at centre stage of the Ministry's initiatives and it is expected that lead to some level certification for those who participate, thereby increasing chances for employment in the domestic economy or in regional economy.

The Youth Education and Training Programme has a personal development component. It seeks to deal with spiritual issues and to help youth to develop life skills and an orientation to Community service. The Programme started on the main island in February 2009. There is a 2-week orientation programme and some 863 persons registered for the first of this programme in the parishes of St. Andrew, St. Patrick and St. George's.

Officers of the Department operate at the local level, in the placement of young people across the islands as they complete this two week programme. The targeted areas include Auto Mechanics, Agriculture, Building Construction, Early Childhood Care, Information Technology and Hospitality. There is a \$700 allocation for each trainee, of which \$350 is for the service provider. One of the major problems faced by the department is the problem of staff complement. There is also the issue of cash flow and getting the Ministry staff better oriented to being engaged in the communities. There is indeed a challenge of limited resources.

Another vexing problem is the involvement of girls and young women in prostitution. It is hoped that the employment programme established by the Ministry would help to reduce this problem, by ensuring that young women have some opportunity for employment. Meanwhile, the now well established Programme for Adolescent Mothers (PAM) continues to provide an opportunity for such girls to continue on their education and to prepare for adult life, with some level of protection to them and their children.

In respect of young men, there has emerged the problem of gang violence. The Ministry has put in place a programme for youth rehabilitation and has put 'badness out of style' as the objective of the Programme. The

situation has indeed been quite explosive. The view of the authorities in the Ministry of Youth is that there may not be a large number of gangs as yet, but rather that some exist. Their mere presence may prompt the growth of others, or the existing ones may attract new recruits. There is evidence of young men arming themselves with knives and cutlasses. The violence has been manifested in the number of cases of maiming. There are also drug-related problems emerging.

The religious community has found it necessary to intervene with their own programme. The large number of unemployed young people, some of whom might be destitute, is deemed to be a factor, engendering violence and anti-social behaviour. It was clearly necessary to have an intervention of some sort.

The Ministry of Social Development did seek an intervention also, and the situation has improved somewhat. The gangs that exist draw their inspiration from the Crips and the Blood in the USA: there is evidence of groups wearing specific colours to establish their identity. This has been evident in Telescope and Gouyave, for example.

There are other outreach programmes in the Ministry, targeted at the Youth mainly, but not limited to young people: there is a mix of youth and adults in the programmes of mentoring that now exists. The main objective is to

discourage deviant behaviour. Another initiative is to encourage sport, which has meant putting programmes in place at the level of the communities.

This has involved the provision of electricity so that residents can engage in some kind of out-door recreation into the evening. The Ministry is seeking to make such services universal. In time, the intervention can focus on young women as well as young men. The Ministry seeks to work with the NGOs. However, not all of the measures and initiatives being contemplated by the Government and the NGOs have been fully implemented.

Complementing the work of the Ministry is the work being done by the Adult Education Department. The work of the AED is essential in view of the surprising level of illiteracy in Grenada. The Department hopes to link the Departments responsible for Youth, Sports and Culture in an effective collaboration in addressing the problem.

There are the National Training Awards under which people can apply for certain scholarships. This is managed by the Ministry of Education.

4.3.3 NCH GRENADA

The main aim of NCH Grenada is to support, enrich and protect at-risk-children through the development and provision of services and networking with government agencies and non-governmental organizations (NGOs).

The Organisation was established by NCH-UK in the early 1970's. NCH-UK was established by a Methodist Minister to help children in distress, especially homeless children.

NCH-Grenada provides care and family life for children through their foster care programme, advocacy, and training activities and counselling for parents and families. The main focus is the Foster Care programme, which aims to provide safe secure and caring homes for children who have been abused or abandoned, or children of parents who are ill, on drugs or dead. There are issues of child protection with children who may be unable to live with their natural families in the short or long term. Management of the Foster Care programme entails recruiting foster carers, supervising placements and providing training for both carers and the children being placed in their care. There are three (3) offices, through its programmes are managed - St George's, Sauteurs and Spice Centre. This ensures some level of reach across the island of Grenada.

Another programme is the one for children with disabilities. NCH has contributed to the building and operation of Day-Care Centre for such children. The organisation received a donation of a bus from an international NGO, such that it can provide the service of picking up the children from their homes in the morning and taking them back home at the end of the day.

At Spice Centre, the current beneficiaries number 25. In Bonaire, St Marks there are another 25 children and there is a waiting list. This centre occupies the same compound as the Bonaire Primary School because of the level of interest.

The organisation is still officially part of the UK organization and receives most of its funding from the mother organization. In addition, some fund raising activities are conducted as needed. The Government of Grenada provides a subvention annually of EC\$2500. Foster carers receive \$150 per month per child, plus school books, medication, doctor visits, exam fees and uniforms. The total allocation for foster carers is over \$11,000 per month so the subvention from government is not even a dent in the budget.

The UK parent provides funding based on business plans and programme of activities. There was some talk about the State taking over the Foster Carer programme according to an agreement signed in 1 985, but this has not happened.

There were about 67 persons in the foster care programme at the time of the interview. There is also a social assistance programme, which is secondary to its main programmes - the foster care and children with disabilities programmes. This involves collecting and disbursing donations in kind from private sector to persons in need of

clothing, food, etc to help families in need. Partner agencies with which there has been very helpful collaboration include GRENSAVE, GRENCODA, and CWA.

NCH is acutely aware of other social problems facing the country, including:

- The large number of families that have not been able to recover from the losses occasioned by the hurricane;
- Finding foster homes for older children: adoptive parents prefer babies and toddlers;
- Poor parenting;
- Larger number of youths idle or 'liming' throughout the day; and
- Large numbers who with universal secondary education merely attend without acquiring much by way of education.

4.3.4 GRENSAVE

GRENSAVE has been in operation for some 33 years; it was established with support from the UK and CANSAVE from Canada. It focuses solely on children. It has done a number of interesting things over the years; it has contributed, for to the establishment of PAM (Programme for Adolescent Mothers). PAM was indeed managed by GRENSAVE; it has contributed to Programmes for the youth in Carib, in the Parish of Grenville, in St. Andrews, and in St. Georges which was the original operation of GRENSAVE.

GRENSAVE receives a small subvention from Government, but it also raises funds; through Food and Drink Day which has been very successful in the past. UNICEF and UNDP have contributed over the years; more recently USAID following Hurricane Ivan, provided assistance to GRENSAVE.

This is in recognition of the fact that GRENSAVE has an infrastructure of support which is unavailable to other agencies; GRENSAVE can secure additional capacity as and when needed. As the originator of PAM, GRENSAVE is very familiar with the challenges of that programme.

The programme of PAM runs quite well and girls are taught to nurse their babies. They are supported in a number of different ways, and they come to recognize that while they may have made a mistake, they need to get on with their lives and provide for themselves and their children.

The girls tend to be more focused as a result of their becoming involved in PAM and going through the programme of PAM, and a number of them have gone on to the community college subsequently and done well and others have become engaged in very good employment. However, there is a challenge with the fathers. It has been difficult to secure the involvement of partners of the girls. Some of them are actually in need of programmes to treat

with their own education and it has been difficult to get their commitment to working with their partners.

It has also been difficult to get the Ministry of Education to develop a policy with regard to the return of girls to their schools. While according to the law this is acceptable, the Boards of some schools have refused to take children back; the MOE has been supportive of the idea but runs into a problem in treating with the Boards of Education in some of the schools.

4.3.5 ROVING CAREGIVERS PROGRAMME

There are 21 Caregivers or Rovers, 3 supervisors and 1 Parent-Officer working with her on the Caregivers Programme. The Programme started in 2004 as a pilot, and is now a fully-fledged programme and has been in operation fully since 2005. Its basic purpose is to provide stimulation to children and babies under age 3 who are at risk; these are mainly in rural families. The justification came from recognition that there were mothers, mostly unemployed, whose knowledge of parenting left much to be desired. The Rovers receive a small stipend of about \$800 per month. The caregivers are usually young people graduating from secondary school who are taken on and trained to be caregivers. Their programme of training lasts for about six weeks and from time to time, the caregivers are brought in for upgrading programmes which last for about 4-5

hours. The programme has moved from St. David where it was first started and has expanded into 24 communities across the entire eastern side of the island. Resources are critical a factor of concern in expansion.

The programme is a replication of a programme that was developed in Clarendon, Jamaica but is also now being developed in St. Vincent. It was not really a Government initiative as such the foundation provided the initial support and government is now very much involved.

An interesting feature of this programme is that parents learn from the way in which the caregivers treat with and stimulate the babies, so that actually the parents become involved themselves and can see the progress of their children. And that has meant that the programme has had little need for advertisement; the parents advertise the programme to their peers. The rover caregiver may spend about 45 minutes with the mother and child in a visit. At the end of the day the mother learns what to do to stimulate the baby.

Since 2004 there have been about 653 children who passed through the programme. About 50 children per year will exit the Programme.

The programme has extended into other areas. Families are encouraged to embrace backyard gardening. The expectation that they will soon be able to take the programme to another level

by way of income generation; that for example might include processing operations, use of solar dryers. Women are looking at how to become involved in food processing on a small scale.

Cooks and vendors are collaborating with the Bureau of Standards and assessing materials that go into food processing. They are expecting that the programme will not only help women with parenting but to employ themselves in useful pursuits. They are also being taught beauty culture, hair weaving, and cosmetology. In addition to income generating they are given tips on safe sex, so that the breadth is extensive.

It is expected that some of the women will go back to school and improve their education and training. While the Rovers are teaching parents, to be parents they are themselves put on course for further education and training.

The Imani project was a precursor to the caregivers programme. Some 40 people from the Imani project were absorbed into the care-givers programme. The caregivers themselves benefit in terms of HR development, and also learn to avoid early/unwanted pregnancies. There are 21 Rovers, of whom 17 have children of their own. Their ages range between 17 and 21 years of age. It has not yet been possible to get young men to join the programme. It is hoped that this will soon happen.

It is the view of the coordinator that the Rovers should be given some sort of certificate as tangible evidence of their training and preparation.

4.3.6 PROGRAMME FOR ADOLESCENT MOTHERS

PAM has been in existence for 14 years. Their mandate is to assist unwed teenaged mothers. The Government provides a subvention and also pays the salary of 3 of the 6 teachers in the Programme. There is also a Manager, Secretary, Cook, Counsellor as well as 4 part time volunteers. There were 28 girls in the programme at the beginning of 2008.

Among the staff of PAM are persons with training in Social Work, and in the Social Sciences. The cost of operations per annum of running PAM is EC\$ 200,000. While the Government had increased the subvention at the time of the interview, the funds available were inadequate to maintain the programme at an acceptable level, due regard for the demand for the service. It is known that there are girls who would be accepted but do not turn up in the programme.

There is a 'Friends of PAM' that provides assistance, and there are volunteers from the University of St. George's that provide support.

Some of the girls receive assistance directly, since they may lack the wherewithal for food and for proper nutrition. Girls may get \$200 per month

by way of assistance. Also, PAM seeks to provide breakfast at least on a daily basis. Some girls may have to be given food to take home. Other services provided by the programme include a bus from St. George's Bus Terminal to the PAM centre, transportation from the Centre to town, free nursery care as well as free morning and midday meals for babies two days a week.

Girls are admitted to PAM as soon as they become pregnant. While the age of consent is 16 years of age, girls as young as 12 year of age, have been admitted to PAM. Such cases routinely invite the attention of the Police and the Ministry of Social Development. There is a protocol for investigation of such cases. There is a Children's Act that provides protection for children.

There have been few prosecutions under the Act, however. In a recent case, the perpetrator escaped to the United States. There have been problems with girls being admitted back to the school that they were attending when they became pregnant. Girls may come into the Programme based on self-referral, or on the basis of referrals of the Ministries of Health, Education as well as Social Development.

Some of the services provided in the Programme include educational programmes where girls are taught skills in parenting, office administration, physical education, health and family life. PAM seeks to provide some of the

main courses in the regular school curriculum - English, Mathematics, Social Studies, Principles of Business and Food and Nutrition. It is hoped that with the addition of a Science Laboratory, it should be possible to offer Science. There is need for a purpose-built facility for PAM.

The programme has been deemed to be highly effective. The experience has been that in cases where parents are supportive, and boy-friends too, the girls will go on to have a reasonable transition to adult life. Some have gone on to have successful careers, and to advance their education.

The programme allows for insight into some of the social ills in the society. There are clearly mothers who allow their daughters to be prostituted. Then, there is also the hardships that have come about following Hurricane Ivan. Unemployment, overcrowding, and the decline of the rural economy had created stress in households. Single mothers unable to secure support for their children from their mates, had succumbed to allowing their daughters to go and live with boyfriends, or allowing boyfriends to sleep or live in the home, if this allowed their daughters some level of financial support.

4.3.7 BEL AIR HOME FOR CHILDREN AND ADOLESCENTS

The organisation is an NGO and has been in operation since 1999. The St. George's University School of Medicine

helped in its establishment and remains one of its largest Funders. Its main purpose is to provide a safe home for abandoned and abused children. It gets a subvention from the government of Grenada. There are other institutions like it, for example, the Queen Elizabeth Home, there is PAM which is not residential, and the Father Mulligan Home for Boys.

It receives some support from private individuals, and state corporations. Land was secured from the Airport Authority. There is a restaurant that provides lunches on festive occasions such as Christmas. There are doctors and dentists from the St. Augustine Medical Centre who also provide assistance. There is a staff of 22 people plus a Home Manager. There are volunteers from the Medical School and from the Muslim Students Association of the University who come to assist the young people with their homework and provide some supervision; and there is a lawyer who provides services free.

There is in the offing a Child Welfare Authority, but the legislation but the legislation is not fully in place. Everything is moving slowly, so that there are working arrangements in place to help the children who need to be sent to the home. There is Sister Frances Nelson who would send a child who comes into her care to be under the supervision of the Ministry of Social Development there is nothing like requiring that children be sent there.

Children can be sent to the Institution up to the age of 17. There is capacity for about 40 children, but they try to keep the number up to about 35, which is seen as a viable population and it is useful to have a few beds available in case of an emergency. The number of children at the home has never exceeded 38. At age 18 the young people are expected to move on. So it is the task of the Home to prepare them for their entrée into the world and adult life.

The people who are involved in running the Home have had training in social work for the most part. The agency provides care and attention and upbringing and love to the children. There are situations where children are sent or brought to the home by police. There is need for counselling services for some of them who do not know their parents.

There have been cases among the children of delinquency. There are also cases of children who do not want to be taken away from their abuser.

The staff regards their operations as unique. What they need is a donor who can be depended upon for the long haul, there is a problem in covering operational cost. It is not possible 'tighten the tummies of children', and with the economy taking a downturn there is some difficulty in providing food.

4.4 COMMUNITY DEVELOPMENT

4.4.1 DEPARTMENT OF COMMUNITY DEVELOPMENT

The Department of Community Development was formally structured as a unit in 1969. The field of community development has seen many changes over the years. It was at the time of the interview, a Department in the Ministry of Housing, Lands and Community Development. It could be said, that the Department had seen better days in the past. However, there is the expectation that changes are in the offing.

The Department is structured on the basis of parishes, with three field officers, each serving two parishes. There is also one officer serving Carriacou and Petit Martinique. These officers all have some formal post-secondary exposure - Certificate Programme in Social Work, or Associate Degree from TAMCC.

There was a time when there were 15 officers, with one each per constituency. It is anticipated that there would be a return to some semblance of the previous structure with the creation of eight new posts.

The Department has been constrained by lack of resources, not only of personnel, but also by lack of provision for transport. The absence of transport has meant that staff has been unable to

attend meetings at nights and on weekends since communities could not be visited with officers not being guaranteed a return to their homes in the absence of reliable transport.

Communities meanwhile make many requests that need to be addressed. In any event, there are financial constraints that prevent many of their needs being met. The concerns of communities include:

- Roads - better roads and infrastructure lead to a range of development and to the stimulation of economic activity, with positive impact on the livelihood of communities;
- Expansion of BNTEF - the Department was not responsible for the BNTEF, but is aware of the great need for its services which in the past, contributed to quality of life in communities;
- Rural-urban flight - there is the general problem of the decline of rural communities with rural-urban drift, with people believing that they could find employment and escape poverty by going to St. George's: the negative impact of this is seen in the rapid increase in squatter settlements around St. George's, with River Road, Mon Tout, and Darbeau being the more glaring;
- Social anomie - in addition to squalor, there are serious social problems emerging by way of

gangs, drug-peddling, overcrowding, child abuse, domestic violence, teenage pregnancy

The drug problem is very acute. There is evidence that marijuana is being imported from St. Vincent and cocaine from elsewhere. The gangs are associated with drugs. With the increase in drug-running has come a surge in the violence and in the use of fire-arms. There have been attempts at interventions, to get the leaders of gangs to lay down their weapons.

Community development efforts have had positive results in some parts of the country. Good examples are Mount Morris, River Salle, Vendome and Happy Hill. These are better organised communities with genuine community structures. There are others that have shown development initiatives in spite of challenges.

Clozier is one such case. The people of the area have responded positively to the idea of taking initiatives to develop projects in their area: these have been in the area of educational upgrading and information. Some of the activists in successful communities were willing to assist and to collaborate with people in other communities.

In spite of the constraints, the Department has been able to assist communities in the development of post-school care arrangements, and home-work centres. It has also helped in

dealing with conflict management in communities.

There are others that have proved difficult to organise: it has been impossible to stimulate community initiatives in Victoria and St. Marks. Usually, community centres have provided the locus for bringing communities together, in some locations. In others, however, community centres have not been seen as structures built to support community development, but rather to provide space for dances.

The Department works closely with a number of other agencies in the public sector and among the NGOs. These include GRENCODA, GRENSAVE, and ART.

4.4.2 BASIC NEEDS TRUST FUND

The Basic Needs Trust Fund (BNTF) is a programme that aims to promote poverty reduction through socio-economic initiatives and community empowerment. It is funded jointly by the Caribbean Development Bank (CDB), the Canadian International Development Agency (CIDA) and the Government of Grenada (GOG).

The Program started in 1979 in Grenada by CDB, but they are coming to the end of the fifth programme. Its mission is to

"... provide resources to poor communities to improve access to

basic public services, enhance employability and reduce socioeconomic vulnerability"

The **objective** of the Programme is the reduction in vulnerability, in a sustainable and gender-sensitive manner, of poor people living in deprived communities, through:

- the **expansion and conservation** of the stock of social and economic infrastructure, using labour intensive measures and community mobilisation to enable access to a wide range of basic public services;
- the **improvement of the human resource base** through skills development and social re-adjustment; and
- the **promotion and strengthening of the capacity** of community organizations to initiate and manage change.

Post Ivan they used the existing poverty report and prepare a PRSP and then designed targeted programmes based on need. Most projects prior to Ivan were infrastructure-based and after Ivan they were given flexibility with the type of projects. Post Ivan projects included Education (pre-school and daycare), health (repair works to health facilities). The Ministry of Education has a policy on early childhood which guides the allocation of space per child etc.; these

guidelines were followed in the rebuilding exercise.

The current programme is heavily weighted on rebuilding but there are plans to include skills training.

A major concern is with agriculture and the re-training of farmers and finding markets for their produce. Currently, the Ministry of Tourism uses tourism estimates to advise farmers of what crops to produce, but arrivals have not proven to be very reliable in the last two years.

Past projects that have been funded in Grenada include construction of access roads, drains and footpaths; the construction of facilities for early childhood education; the construction/rehabilitation of facilities for persons living with HIV/AIDS; skills training which could help the poor to gain employment or to become self-employed.

The Basic Needs Trust Fund (BNTF), in collaboration with Ministry of Health, funded a project to rebuild the Paraclete and Tivoli Medical Stations in St Andrew, beginning in 2008. The Paraclete Medical Station and the Tivoli Medical Station are to be rebuilt at a cost of EC\$943,488.70 and EC\$ 1,298,707.00 respectively. Both buildings are expected to be completed by 2009.

The BNTF- Grenada plans for its sixth programme to be heavily focused on

Human Resource Development. The limitation in resources has meant the reach to communities in need is constrained, and in many cases synergies with government programmes will assist in this regard.

4.4.3 GRENCODA

GRENCODA has been in operation formally since January, 1986. It runs a number of programmes. It organises parental sessions for students as part of the school assistance programmes. It develops motivational programmes for students, particularly those in fifth form and it has an annual programme to provide scholarships for students entering secondary school.

The scholarship programme started with books and then extended to school uniforms for secondary school students. There are about 300 students at the secondary level who receive assistance. Twenty-five are at TAMCC. There are some students at NEWLO who receive assistance as well. There were also 3 young women who were who were pregnant at the time that were given support to attend the Programme for Adolescent Mothers (PAM).

There are also community level programmes and some programmes are community specific. Emphasis is placed on community mobilising. It seeks to help community based groups. It focuses on livelihood which is critical and the issue of food security is emphasised. It has developed a number

of programmes post Ivan to help with the rehabilitation of communities including assistance in the rearing of chickens and pigs.

GRENCODA has worked with about 14 communities along the west coast of Grenada and has done work in Clozier, Coast Guard, Walton and Chantimelle. Rose Hill has had the largest number of poor people from the perspective of GRENCODA but has also been beset by a drug problem. Drugs can be deemed to be the greatest problem in a number of communities.

The financing of GRENCODA has come largely from outside but it has been able to raise cash from within Grenada itself. GRENCODA solicits support from businesses and the corporate sector. The organisation is staffed by 9 persons and it sees itself as national in scope.

GRENCODA has assisted farmers in ROSE Hill and Chamberd area. Some people have lost their lands because due to the hotel project . There is an after school programme for children with about 100 involved and GRENCODA offers a 3-day programme on parenting which focusing on wellness and food preparation. The livelihood programme has assisted in the provision of chickens to beneficiaries. The programme at Rose hill has been running for 10 years. GRENCODA has also subsidised farmers in need of tractor services.

GRENCODA works with other groups for example the Grenada National Organisation of Women in which it deals with issues of domestic violence. It collaborates with the Ministry of Health in the provision of counselling services

According to GRENCODA the poverty problem of the country is now different. Previously in respect of housing poor people would build a board house or what we used to call "American Board". Now there are elements of plywood being used.'

In the post Ivan period there has been problems of income and unemployment, health and sanitation, drugs and housing has become a more acute problem. The condition of poorer people has worsened. One has seen the demasculinisation of men in that they have a reduced sense of responsibility and there has been an increase in domestic violence as well as in gang violence. There is a sense of desperation in that people feel that there is nothing better to come. There are fewer role models to emulate.

Young people are resorting to viciousness in their violence³. Guns are widely available. Women have been resorting to prostitution and showing misplaced values. They are being forced to work in the informal sector due to the

lack of jobs. There are many households headed by single women and there is evidence of young girls going to school being supported by older men. Problems arise when these girls leave the men upon completion of school. In respect of the elderly, there has not been much improvement. Numbers on government welfare have increased especially after hurricane Ivan and there are mature adults of working age who were dependent on the nutmeg industry and have seen their incomes disappear with the devastation of that industry.

In Gouyave there have been some positive developments. There is the Fish Friday which starts weekend entertainment and that has led to some level of domestic tourism. There are moves to bring certain buildings within the National Trust. The Steeple of the Catholic Church is to be protected along with a number of other buildings in the area.

4.4.4 AGENCY FOR RURAL TRANSFORMATION (ART)

It has been in operation since 1981 and became an NGO after the collapse of Grenada Revolution.. Its focus is community development and implementation of development projects. It collects funds for that purpose. It has worked closely also with other agencies such as National AIDS Directorate. At the present time, ART was not very much involved in community development work, largely because of the problem of resources.

³ Young men took over the burial of a friend and displayed their own ritual of saluting the dead.

There is no full-time staff and fundraising has not been as successful.

Following Hurricane Ivan it did get into the act and was supportive of the Share programme which was proved to be beneficial. It has been trying to keep the SHARE project alive, but the project became a victim of political interference from the very beginning. And every incumbent government has challenged the running of the SHARE project.

Another agency with which it has collaborated is GRENCODA, which, for its part, and has been able to raise funds, although not much of it from the base. There have been no new initiatives actually since GREP, and not much has been happening in respect of the GREP project itself. There is no evidence of significant change in direction. It was anticipated that GREP would have complemented other development initiatives, and the Community Development Division would have been working closely with persons involved in GREP. Unfortunately, Community Development Officers were actually required to work as assistants to members of Parliament, in more recent times.

Meanwhile the country, moreso the main island continues to experience a number of social problems, prostitution being one of them. Other social ills were violence against women, sexual abuse of children, prostitutions, gangs in the communities, and now evidence of girl

gangs emerging, alcoholism among children suggesting a breakdown of institutions in the country. The evidence is available in places like Gouyave. There are however a few vibrant communities Mount Morris and Carib being two of these. There is a deep sense of a lack of direction in the sense of local initiatives, and there is little by way of policy guiding the government. Good land is being alienated to other purposes and the incentive packages which are being offered create benefits with little reference to local people. Governance is problematic.

(It should be noted that this interview was conducted before the last election.)

4.4.5 ST. ANDREWS DEVELOPMENT ORGANISATION

This organisation has been in operation for some 24 years. One of the groups with which it works is that of 'last-chance' children. It attempts to give an opportunity to children who might be written off otherwise. It also works with single parent/female-headed households. Its objectives are the promotion of development of the Parish and bringing the level up of all the people of St. Andrews, and as well, creating economic stimulus to the area. Part of that stimulus is concentrated on its Rainbow City Festival which is held around Emancipation when groups and organisations in the community are encouraged to display their Arts and Crafts.

It is an occasion where new products are introduced into the community and to the public. In the final analysis the objective is to aid in the development of St. Andrew. The organisation has been established as a Private Limited company. The Rainbow Festival runs for about two days and tends to be the high point of activity for the year. It seeks to work with a number of organisations including SEDU. It seeks to get people into the community to get more involved in community development and to encourage activity in the area of arts and crafts; it seeks to deal with conflict in the community by helping people to arrive at compromises.

It tries to generate interest around the work of the community. It engages in fundraising efforts and there is a subvention from the government and of course private companies are charged for displaying in the area when the Festival is conducted. So these are some of the sources of finance.

Its personnel are all volunteers except that the secretary is paid a small honorarium. Some of the funding raised has been used to provide a Scholarship fund. That fund is named after Kressler Junior who was a well respected principal of the secondary school. It is working with the alumni to re-launch the fund. It provides some support to students at both the primary and secondary school.

In respect of problems in the area, it is recognized that there are many poor communities in the area and the poverty is evident in the school itself, in that the children come to school hungry. Children are having problems securing clothing. Pride sometimes makes the parent not send the children to school because they do not have clothing and are not decently dressed. It is evident in the school system that there are poverty problems in the area.

The organisation has contributed in other ways, for example in the proper management of the waterfalls to ensure their sustainability. Clearly the people involved in craft have benefited from the annual display and can focus on developing their products. The organisation works closely with a number of others such as the Cricket Association, SEDU, the Basketballers, the Ministry of Culture, a number of other NGOs, and although some of the activity brings the agency in contact with the politicians, and the politics is highly charged it seeks to keep out of the political fray.

Some of the problems it notices in the area in addition to poverty would include a lack of adult education and a lack of any intervention to deal with challenges faced in particular by young men. There is nothing to deal with young men. The Department of Youth does not seem to reach them. Sports may help and provide some discipline.

But not very much seems to be happening.

4.5 SUMMARY

The country has in place a primary health care system that allows the entire population to have access to certain basic primary services. However, in the face of the international demand for health personnel – nurses and doctors – there is a shortage of personnel which compromises the efforts of the Government in its quest to ensure universal coverage. There is evidence that under existing arrangements, doctors abuse the system, forcing the Ministry of Health to rely on Cuban personnel to ensure some minimum level of service. In the absence of National Health Insurance, there may also be some abuse of the system by the population as well, in terms of people seeking access to secondary services.

In the field of Education and Training, there has been a general thrust on the part of the Ministry to tackle the problem of educational upgrading across the entire spectrum of the population, and to inculcate the notion of ‘All Grenada in School’: Adult Education, use of ICT, Distance Education are all part of the armoury being developed. The educational system is also the locus for addressing certain aspects of poverty and thus, there is a system in place to provide subsidies or reduce the direct costs of education, especially to the poorest in

the society. The limitation of resources might have resulted in all these functions not being discharged in keeping with expectation. The perspectives may be clear, but the resources are constrained.

This is also evident in the expansion that has taken place and the resource stretching evident in the TAMCC, and also in NEWLO. In respect of the former, there has been considerable expansion in programmes and in intake in the last few years, and there is now a wide range of programmes, affording a growing number of people access to the ladder of opportunity. Likewise, there has been expansion of NEWLO, in terms of geographic access. Its growth however seems to pale into insignificance relative to what should be the prospective demand for its services. Meanwhile much of its potential clientele is distracted into anti-social behaviours in their respective communities as the growth of gangs among boys and now among girls, provides attraction to a restless youth, seeking a sense of challenge.

The Labour Commissioner’s Officer interprets its remit in the widest possible frame, and seems to fulfill in a number of areas. However, in the absence of inter-agency coordination and collaboration, there is a limit on what can be achieved, in keeping with the widely expressed objective of building a competitive economy founded on a wide array of abilities and

trained capacity among the population. The trade unions as well, seem to be understanding of the need for their going much beyond the traditional functions of wage administration to the use of their mobilizing power in creating capacity and new resource flows, for example, through the formation of credit unions.

The Social Services face a major challenge in a society in crisis with an economy in crisis. The Ministry of Social Development might have interpreted its role in terms of physical targets of persons reached and clientele served. The Ministry of Youth in its new programmes, may be seeking to reach youth on the block, and the reorganised Community Development Department may seek to engage communities across the country. However, the level of social crisis seems much beyond their resource endowments, as evidenced in the growth of gangs, drug running and drug peddling, youth violence, prostitution and transactional sex among girls, teenage pregnancy, and poor parenting.

The picture is not entirely one of gloom, however. There are state related programmes that are delivering services to the population. BNTF ensures physical and social infrastructure to a number of communities. There are also NGOs and CBOs that impact positively on the population and on communities. GRENCODA is effective in the area of the country where it operates, and likewise St. Andrew's Development Organisation. In effect, some of these organisations and institutions compensate for deficiency in the state delivery system. GRENSAVE, NCH, Roving Care Givers, PAM, and the Bel Air Home ensure high quality delivery of service even with limited resources.

In the final analysis, the social service institutions have to provide the country with the capacity to manage its economic transition with a minimum of social dislocation. The a priori evidence suggests that the task has stretched the existing institutional framework, creating negative social fall-out.

TABLE 4.1: ASSESSMENT OF INSTITUTIONAL EFFICACY

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR GRENADIANS	SCORE
1.	Hospital Services Department	Preventive, Supportive, Remedial	Is expected to provide curative services to the population, with some level of user charges depending on ability to pay; Ministry of Health provides for salaried personnel to allow delivery of services in hospitals to population; doctors allowed to engage in private practice, and display short shrift in respect of responsibilities; Ministry of Health very reliant on Cuban doctors to compensate for institutional deficiency; discussion but no implementation of National Health Insurance.	2/3
2.	Community Health Services	Developmental, Preventive, Remedial	Is expected to deliver primary health care to the population across the country; has provided for service delivery with easy reach of population; has not been able to overcome staff shortage challenge; promotes wellness among the population.	3
3.	National AIDS Secretariat	Preventive	Is expected to work through other agencies in educate the population and in promoting safety in sexual behaviour;	2
4.	Grenada Red Cross	Preventive, Supportive and Developmental	Prepares population to manage risks and vulnerability; Organises support on occasions of disaster; Seeks to expand public education: respect of HIV/AIDS	4
5.	Ministry of Education	Developmental, Supportive and Remedial	Develops policy for education of population; Promotes all Grenada in School; Has limited resources to tackle problems of country.	3
6.	T.A. Marryshow Community College	Developmental	Has opened up opportunity for Post-Secondary and Tertiary Education to an increasing number of Grenadians; In spite of space and personnel limitations has created a ladder for continuing education in an increasing array of fields	3/4
7.	NEWLO	Developmental	Provides for skills training and entry level preparation for a range of occupations that are at the babe of a diversifying economy; Has opened an avenue for a substantial number of poorer young people t improve their education and to prepare for the world work with marketable skills;	4

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NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR GRENADIANS	SCORE
			Has provided 'second chance' for those unable to complete secondary education, or needing an alternative to it; Maybe able to contribute more given universal need for an institution like NEWLO.	
8.	Labour Commissioner's Office	Developmental, Regulatory and Preventative	Has a wide remit in Industrial relations, Labour Inspection, Minimum Wage monitoring and placement of workers, including in employment abroad; Has been active in the discharge of its responsibilities including in protecting more vulnerable workers; Might be able to contribute more through coordination with the Ministry of Education in mounting effective LMIS	4
9.	NIS	Developmental and Supportive	Provides basic package of benefits to employed work-force that contributes to the fund; Ensures social protection of workers on retirement and guarantees certain benefits in the face of certain risks; Indirectly supports student loans and provision of housing loans which improve life chances and quality of life to low and middle income groups.	4
10.	Grenada Union of Teachers	Preventative, Supportive and Developmental	In addition to seeking better benefits for teachers, engages in advocacy and collaborates with selected agencies involved in such issues as rights of the child, HIV/AIDS and gender affairs.	
11.	Technical and Allied Workers Union	Preventative, Supportive and Developmental	Represents large groups of workers across a range of sectors, seeking improved wages and conditions of service; Has been involved in targeted arrangements to assist poorer students; Has promoted savings habit among work-force through establishment of credit union.	4
12.	Ministry of Social Development	Development, Supportive Remedial	Provides a wide range of interventions targeted at the vulnerable.	4
13.	Ministry of Youth	Development	Prepares youth to manage stresses of entering adult life; Has a major task given high evidence of disaffection among youth.	3

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NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR GRENADIANS	SCORE
14.	NCH Grenada	Supportive and Developmental	Treats with disability among children	5
15.	GRENSAVE	Supportive	Focuses on needs of vulnerable children	4
16.	Roving Care Givers	Supportive and Remedial	Teaches parenting skills to poorer parents.	5
17.	PAM	Developmental, Supportive and Remedial	Assists adolescent mothers to manage pregnancy while committing to completing their education.	4
18.	Bel Air Home	Supportive	Provides protective care to abandoned orphaned or abused children	3/4
19.	Department of Community Development	Development	Works at community level to encourage positive development in Community; Is being reoriented to original community development objectives.	3
20.	Basic Needs Trust Fund	Development and Supportive	Provides for wide range of physical and social infrastructure at the community level; Closes resources gaps where state cannot provide.	4
21.	FRENCODA	Developmental, Supportive and Remedial	Provides wide range of services to vulnerable groups and individuals mainly in North West of Grenada.	4/5
22.	ART	Development and Supportive	Used to provide service to vulnerable; Lack of resources prevents continuing involvement.	-
23.	St. Andrews Development Organisation	Development and Supportive	Provides avenue for groups in St. Andrew to realise their potential.	4

SECTION V: NATIONAL SECURITY AND HUMAN JUSTICE

Across the region, there have been concerns raised about the security of the individual and the security of the state in the light of a growing violence against the person. Grenada has not been immune from these trends. Good policing is at a high premium.

Expenditure on security is an avoidance cost but can be considerable. Society can be at its most efficient if the population is socialised such that there is high respect and observance of laws and rules, and social concourse and transaction can be conducted with least risk of insecurity, to the individual and the state.

The following are a few of the institutions that treat with the security and safety of the individual, community and the state.

5.1 POLICE SERVICE

The Police is responsible for all of national security in the country. Indeed, there are a number of services that fall under the umbrella of the Police Service, in addition to regular policing: Fire, Immigration and Defence. In effect, this means that there are officers pursuing different types of careers in the Police Service. Soldiers who are part of the Defence have as their main mandate to

defend the country and to kill the enemy.

There is a challenge, therefore, for the head of the Police Service to manage the disparate functions that fall under his responsibility. This structure within the Ministry of National Security, predates the revolution. There was an Army during the Revolution, but it was disbanded on the collapse of the Revolution.

From the perspective of the Head of the Police Service, the level of crime in the country has stabilised, and if anything was showing a downward trend at the time of the interview at the end of 2008. There are occasional spikes at the time of Carnival and Christmas.

There is however, an increase in the fear of crime. While there had been a few murders in the course of 2008, there had been an increase in youth violence with maiming and dismemberment of victims. Overall detection rates were in the vicinity of 75 percent, although the rates for larceny were lower.

There is evidence of a growing gang culture, although the scale tends to fluctuate. It seems to be driven by the demonstration effect of gangs elsewhere, and more so by such examples as the Bloods in California in the United

States. The violence in the streets in Grenada, however, was related to a larger problem in the society. The capacity of Youth Services is being tested.

There is also the challenge that the country faces in being a major transshipment centre for the international narco-trafficking industry. There is enough evidence that cocaine has entered the domestic market and society. There was more evidence of the abuse of marijuana, but there could be no denying the prevalence of the use of cocaine.

The Police has a programme in place – DARE – which targets the school system and has worked satisfactorily. There has also been a close working relationship with the Ministry of Social Development. There has even been thought of the ‘embedding’ the Police in the Social Services Agencies as part of the Community Policing. The problems of child abuse and domestic violence are being addressed through the Ministry.

There are other problems that engage the attention of the Police. There has been no incidence of prostitution from the records of the Police, although it is known to exist. There is abuse of women for financial gain on some limited scale. There is, however, no evidence of trafficking in human beings in Grenada. Children may be put up for adoption, but there are agencies in place to take control of the process.

There has been some upgrading in the entry level for recruitment into the Police Service. Entrants are now expected to have at least two ‘O’ Levels. Many actually have 5 or 6 subject passes. There is also a corps of women officers in the Service. At the higher echelons of the Service, Officers with University Degrees can be found and there is a growing interest in self-upgrading through tertiary education among officers. Many of the younger officers are pursuing degrees. In all likelihood, the Service will improve in quality over time.

Some of the challenges in the operation of the Service relate to lack of equipment and the financial constraints that afflict most services of the Government. This has made security planning particularly difficult. However, there is growing sophistication developing in the service and quarterly data are being used in the conduct of intelligence analysis.

On the wider regional front, there is cooperation among law enforcement agencies, which has become an imperative, given the close working relationship developing among crime syndicates in the islands.

5.2 PRISONS SERVICE

The Prison Service places a high store on the reduction of recidivism. Thus, rehabilitation is an important feature of the programmes. The recidivism rate is

lower among those who participated in the rehabilitation programme mounted by the Prison. Most of those who had not been through rehabilitation are likely to return. The Prison has introduced computer programming and has programmes to demonstrate the operation of small business which has allowed prisoners to understand the modalities of running barber shops, bakeries and farms.

The Rehabilitation Programme is actually optional. Prisoners do have the opportunity of earning and accumulating income while at prison. Prisoners earn EC\$2 per day by working on the farm and EC\$ 3 per day working in construction. There is a training programme in place for construction. Through the Rehabilitation Programme inmates may acquire skills and also through the help of the Ministry of Education, they can upgrade their education. There are inmates who are involved in the Teaching Programme and this has meant that the Prison can offer education from the adult literacy level and up to university level.

There is a retired head mistress who coordinates the educational programmes of the Prison. Over the last few years, inmates have passed and have scored top marks in the school leaving programme, CXC and university entrance requirements.

There are 409 inmates but the capacity is only for 200. There is a problem of

accommodation but there has been no problem of HIV/AIDS. There is ongoing testing taking place from time to time. In the entire Prison there are about 11 females who are mainly foreigners who had engaged in drug trafficking. In the past, the prison has had up to 25 female prisoners. Two of the women at present in prison are recidivists and they grew up in homes as juveniles and have not been able to settle back into society. There have been births in the prison. The child is usually taken by relatives or sent to a home. The child runs the risks of stigma; however the birth certificate will have the hospital as the address as the place of birth.

The main offences are drug related offences but there is an increase in stealing and gun and related offences. There are no gangs as such in the Prison. There are rare instances where there is need to keep people apart. Rarely does this have to be done. 60% of the inmates are recidivists. It is felt that poverty contributes to people stealing and people may succumb to the use illegal means of securing money.

Juveniles are kept at the Prison also, and this creates a problem as it is difficult to separate them from the rest of prisoners. This makes things worst and they are allowed to mix with the hardened criminals. There were not very many deportees in the prison at that time.

Probation services have been an area of concern and there was no consistent

programme in place at that point in time. The remission system is based on good behaviour and evidence of industry on the part of the prisoner. This can lead to early release. There has been an increase in the number of foreigners incarcerated for drug trafficking.

The most difficult problems that are faced by the prison relate to: 1) overcrowding; 2) lack of personnel which relates to the complement of staff which relates to officer to prisoner ratios; 3) drugs in prison which leads to the lack of trust of Prison Officers (there have also been cases of cell phones being smuggled into the prison) and 4) the training of officers which is done mainly on the job.

The Prison does engage in community work from time to time and Ministries or Government Departments may call for assistance.

5.3 NATIONAL DRUG CONTROL SECRETARIAT

The National Drug Control Secretariat has been in operation since 1989. It is under the Ministry of Education and Labour. With a very small staff, it seeks to accomplish much. It collaborates with a host of agencies and liaises with everybody interested in stemming the drug problem in Grenada.

The Grenada Drug Information Network (GREN DIN) was established

in 2002. Through this medium, statistics are collected and information organised from all the institutions involved in drug control in the country. Data are collected every quarter. The Secretariat operates a referral system, through which persons who succumb to drug use can receive counselling from medical personnel, social workers and others involved in the treatment of drug abuse.

The Secretariat implemented a Master Plan over the period 2004-2008. Its work is largely in the area of advocacy and education. There are a number of audiences that it attempts to reach. These include:

- Students in the school system, and the Parent Teachers' Association;
- Youth groups organised in communities; and
- Marginalised groups on the Block: persons in such groups may not be viewers of television, and are likely to be missed by the advertisements on Television.

One of the important components of its programme is the training of youth and community leaders to conduct drug prevention sessions in communities. The Secretariat is also involved in research of both a quantitative and qualitative nature.

The Police have been involved in Community Policing, and in that capacity have sought to depart from the control function.

The country experienced an epidemic in cocaine use in the latter years of the 1980s. Marijuana use started tapering off. Local production of marijuana declined considerably. There was a treatment centre, at which abusers could receive treatment. However, this was destroyed by fire and while there are plans for its rebuilding, this is yet to happen.

In more recent times, there has been an increase in imports of marijuana from St. Vincent. While it was cheaper to grow marijuana in Grenada than to import from St. Vincent, Hurricane Ivan devastated local supplies. While there have been attempts to revive domestic production, interdiction and the destruction of trees by the authorities have retarded the resumption of production.

Another threat on the horizon is the use of Ecstasy. A local was caught recently with 3000 tablets. It is suspected that rich foreigners resident in Grenada constitute some part of the market and possibly, criminal deportees who might have been introduced to this drug in the United States.

5.4 ENVIRONMENTAL MANAGEMENT AND DISASTER MANAGEMENT

5.4.1 NATIONAL DISASTER MANAGEMENT AGENCY (NADMA)

The Agency was established in 1985 as the National Emergency Relief

Organisation but was renamed in 2005. Its mandate is to prepare the society to manage any type of emergency. NADMA is also required to observe and monitor Early Warning Systems on Tsunamis, Volcanoes, Earthquakes, and Hurricanes.

According to the Management of NADMA, the country is now reasonably prepared in the field of disaster management. For purposes of NADMA, the country is divided into 17 districts, with volunteers numbering between 8 and 10, who can be called upon in the event of disaster. There are 68 identified shelters capable of housing 6,000 people. Most can be seen as being multi-purpose and about 80 percent is comprised of schools, but there are also community centres and churches as part of the shelter infrastructure. A number of these buildings have been retrofitted with a view of them being used as shelters.

One criterion for passing test of fitness for being a shelter is the capacity of a building to withstand winds of 130 miles per hour. A number of lessons have been learnt from the Ivan experience. The eaves of buildings have been made much shorter.

Other critical features of NADMA are its commitment to work together with other agencies, and its initiatives in public education. It falls under the Ministry of the Prime Minister, which accords it a level of importance.

NADMA works in close collaboration with the Red Cross, St. John's Ambulance, the Rotarians and the Adventist Disaster Relief Agency. Others are brought together from time to time through an Advisory Council Chaired by the Prime Minister. There is also a Climate Change Committee with which it collaborates and at the wider international level with CIDERA.

Its initiatives in public education have been directed at students and farmers in particular as well as the general public. Farmers have been exposed to techniques in the contouring of drains, and the approaches for the protection of forests. Effective public education permits NADMA to be more responsive to the needs of the most vulnerable in situations of emergency.

5.4.2 GRENADA SOLID WASTE MANAGEMENT AUTHORITY (GSWMA)

The Grenada Solid Waste Management Authority was established in 1995 by an Act of Parliament, and became operational in August 1996. Its approach and strategy are broadly consistent with the programme put in place by member countries of the OECS, in the management of solid waste.

The authority ensures the collection of solid waste in urban and rural areas in Grenada and in the two other islands Carriacou and Petite Martinique: the collection and disposal of are done by service providers contracted by the Authority.

Spontaneous or unplanned settlements do pose a problem in the management of waste, although every effort is made to ensure placement of bins in strategic locations in, or close to these poorer communities. Rural areas are guaranteed twice per week collection while in urban areas there is usually daily removal of waste during the business days of the week. Commercial establishments are required to take their waste directly to the landfill site at Perseverance. There is also a system of the collection of white waste. This is done monthly.

User charges are made on residents with GRENLEC which is responsible for collecting the Environmental Levy: households can pay at the same time as they pay their electricity bills.

There is a litter law in place but the Ministry of Health is responsible for policing and charging persons who commit infractions of the Law. However, there is some laxity in the application of the Law. Litter wardens are hardly evident in communities.

The Authority has its own Public Relations Department which promotes programmes and public awareness campaigns to raise consciousness of the role of citizens in the maintenance of the environment. Its programmes in the school system, and the competitions held among schools have helped in improving civic consciousness, but there

is still a high propensity to littering among members of the public.

5.5 SUMMARY

The high levels of violence witnessed in the society recently attests to a growing security problem in the country. Given the porosity of borders in a small island state, and given its utility value as a transshipment node, Grenada needs an institutional structure that protects the society from being absorbed in the international narco-trafficking industry. These are largely agencies of socialisation among the social services.

The deficiency therefore creates a challenge for the official security agencies and institutions.

On the matter of security and safety from environmental threats the country has made some perceptible advance. The lessons of Ivan have not fallen on deaf ears. In respect of environmental and solid waste management, the country has made considerable strides, but littering remains a problem which suggests that the awareness programmes of the GSWMA need to be intensified, and penalties for littering more regularly applied.

**TABLE 5.1: ASSESSMENT OF INSTITUTIONAL EFFICACY
(NATIONAL SECURITY AND HUMAN JUSTICE)**

NO.	NAME OF ORGANISATION		KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR GRENADIANS		SCORE
	ORGANISATION	PRIMARY FOCUS			
1.	Police Service	Preventive and Supportive	Provides security for the individual and the state; seeks to adopt community policing model; runs programmes to dissuade youth from drug-use.		3
2.	Prison Service	Remedial, Supportive and Developmental	Seeks to go beyond model of punishment to adopt rehabilitation as the prime objective of prison care; has succeeded in upgrading education of prisoners.		3/4
3.	National Drug Control Secretariat	Preventive, Remedial and Supportive	Engages in advocacy and against drug use; works with other agencies to deliver programmes.		3
4.	NADMA	Preventive	Educates the public about disaster management; treats with disaster management for a structure in place to manage disaster.		4
5.	GSWMA	Supportive and Preventive	Arranges the safe disposal of solid waste, and mounts public awareness programmes to inculcate civic commitment to maintenance of a clean environment.		3/4

SECTION VI: CARRIACOU AND PETIT MARTINIQUE

Multi-island states in the Caribbean have had problems in recent years in treating with the yearning on the part of residents outside of the 'main' island for better services and for some devolution of responsibility in the management of their affairs.

The state of Grenada includes Carriacou and Petit Martinique in addition to the island of Grenada. There is ongoing discussion of and at least interest in, constitutional changes to permit for greater voice of nationals in the 'outer' islands. Residents of Carriacou and Petit Martinique see their institutions from this perspective.

6.1 MINISTRY OF CARRIACOU AND PETIT MARTINIQUE

The Ministry has been in operation for more than ten years, serving the needs of the population resident on Carriacou and Petit Martinique. The presence of the Ministry allows for a better level of service to the community. The areas in which there have been improvements include:

- **Employment:** there is more employment being created in Carriacou outside of fishing and agriculture which were the main economic sectors before, but there is still a lot to be done;
 - **Sport:** substantial talent has been harnessed over the last ten years in terms of sporting potential among the population;
 - **Academic Achievement:** more people are going on to higher education, including to some of the most distant parts of the world – one young member of the Carriacou community was studying Chinese and was going to school in China, and many others had gone to Venezuela; and
 - **Ministerial Presence:** the Minister is based in Carriacou and conducts his work on the island.
- The Ministry is financed by the Central Government, as with any other Ministry. The Government has sought, through the Ministry, to capture the 'Maroon' spirit, through which the resources from within the community itself, along with those supplied by the State, can be organised for the benefit of the entire population. This has helped in overcoming the resource constraint.

There are important public facilities in the field of education. There is a primary school on Petit Martinique and there are two secondary schools in Carriacou. TAMCC has an arm on the island, and Bishop's has a Form 6 on the island. There is an improved computer centre on Petit Martinique. NEWLO has a presence in Carriacou. It is now possible for students to remain on the island and to pursue tertiary level education. In effect, services in the field of education have been expanded to the two smaller islands.

There is support to students attending secondary school by way of transport, by bus and by boat. Students of Petit Martinique can attend school without hindrance. There has also been assistance to the educational system supplied by the corporate sector: GRENLEC, Lime, National Insurance, and St. George's University have been prominent, in that regard. Needy students have been assisted financially to pursue their education. There is also the support provided by the Government itself, through the Social Development Department. Poverty is a reality in Grenada, and there is need to assist those most in need.

More people now remain in Carriacou than before. There is much more vehicular traffic than before. There have been both positive and negative impacts from Ivan. The Construction Industry took off in Carriacou. Some of this has been pushed by returning retirees, and

there is also a luxury market. All this has spurred a market for builders. There is also the employment created by the personal services needed by retirees.

Tourism in Carriacou is different to what obtains on Grenada. Many tourists from regional countries come to the island. There is an occasional cruise-ship. The peak season is based on Festival Tourism. People come for the Regatta. A large number of yachts come at this time of the year. The Maroon Festival is no longer as popular.

There are more services offered in the public and private sectors than before. Carriacou is also a kind of regional centre for the Grenadines. Boats make regular trips from Union Island to Carriacou: there is a kind of free trade among the islands.

Remittances are important in the economy of Carriacou, deriving from United States, England, Canada and from other locations like Aruba and Trinidad and Tobago where the people of Carriacou have migrated to in the past.

Boat building is still a big industry on the island, and all the fishing boats in use on the two islands have been built in Carriacou and Petit Martinique. There has been a tradition and it is being maintained. Big Drum Dancing is part of the tradition that has come down from Africa and the various villages celebrate the past.

The island has had a long history of water harvesting. Most people build cisterns for homes. A desalination plant has been established in Petit Martinique. With NAWASA taking control of the distribution of water, one has seen the advent of the black tanks for individual storage.

There is discussion and consultation taking place on the constitution of the country. There has been a decided thrust towards a bottom-up approach.

6.2 THE REGATTA COMMITTEE OF CARRIACOU

The Regatta Committee has been in existence for some 35 years. It hosts a major cultural and sporting event, through the annual Regatta, the high point of which is boat racing. Competitors come from across the Eastern Caribbean mainly – Trinidad and Tobago to Antigua – but there are entrants from North America also.

The focus of the Committee has been to nurture the boat-building skills of Carriacou, through the promotion of the Regatta. People build boats just to compete, but the boats can be used for fishing and other purposes. Sloops of up to 48 feet are built with wood imported from Guyana and from Grenada. Smaller boats are also built with plywood or pine, and are coated with fibre glass. A 17 foot boat costs about EC\$35,000 to build, while a sloop of 28 to 40 feet may cost about EC\$100,000.

The Committee is financed through sponsorship, a subvention from the Government and from its own fund-raising activities. The Committee has a Secretariat, with two full-time staff members. Other support for the operations of its office comes from volunteer efforts of members. During the festival, the Committee employs a number of people on a part-time basis and pays them a stipend.

During the year, the Committee runs training workshops which orient interested parties in the mechanics of boat-building. There is also some exposure to the use of the computer in boat-building. Some of the training is supported by the Board of Tourism. However, the Regatta has not been viewed beyond its tourism potential in terms of the industrial activities that can come from boat-building and in the maintenance of vessels.

There is need to introduce some professionalism in the running of the Festival. It is second to the annual Carnival in terms of the cultural events of the country. But there is much unrealised potential. There is need for a business approach to the Festival and to the supporting of infrastructure of boat-building.

Marques can be encouraged. There is need for a jetty for yachts and dinghies. Antigua has demonstrated how the industry can be promoted into an upscale activity.

Carriacou can promote itself with the slogan: “we are always at sea.” In that regard, it can promote training and the eventual development of the Grenadines School of Seamanship.

6.3 THE MOUNT PLEASANT COMMUNITY ORGANISATION

This organisation has been in existence since 2001. It came into being initially to honour past teachers in the community. It was a group of elderly persons, retirees returning from abroad, that took the initiative to form the Organisation. There have been attempts to bring together all of the retirees on the island, including the expatriates of whom there are a few from Germany, and Sweden. There was little success in this regard, even though the latter have contributed to community work in Carriacou.

The Organisation has since been reoriented into a CBO, providing a forum for people to get together, and to build their community. An attempt is made to bring the young and the elderly together, and to collaborate with the Government Agency. People have tended to be divided along political lines. However, there has been discussion of local government and there may be some willingness on the part of the wider population, to get involved.

The Organisation was instrumental in having a building built for multi-

purpose uses, with funding from the Government, the Canadian Fund for Local Initiatives, and from the Diaspora Community. This is a genuine community centre, which can serve as a location for running training sessions, and as a hurricane shelter. It can be used for religious services, including funerals. PAM has been accommodated at the centre in running its programme for underage mothers.

It is hoped that the centre can be used for other purposes, including for Adult Education Courses, and in particular, for programmes focused on young people. It is possible to accommodate a Computer Laboratory at the facility. It can also serve as a location for exercise for the elderly.

There is an absence of youth organisation on the island. There is clear evidence of abuse of narcotics, on the island, and also of alcoholism. There is no evidence of gun violence, or of gangs. However, there may be people who have come to the island, as fugitive from the law. The island has experienced an influx of people from elsewhere, as the Construction Industry took off.

Of concern to elderly people is the availability of health care facilities on the island. There are two nursing homes on the island – the Happy Vale Nursing Home and the Top Hill Nursing Home.

6.4 SUMMARY

There is evidence of growing interest in Carriacou and Petit Martinique of residents being responsible for the

affairs of their islands. The institutions that they have created reflect a willingness to nurture organisations that are best capable of responding to their local needs.

TABLE 6.1: ASSESSMENT OF INSTITUTIONAL EFFICACY (CARRIACOUC AND PETIT MARTINIQUE)

NO.	NAME OF ORGANISATION		KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR GRENADIANS		SCORE
	ORGANISATION	PRIMARY FOCUS			
1.	Ministry of Carriacou and Petit Martinique	Developmental, Supportive and Remedial	Provides one-stop shop for delivery of public services to residents of Carriacou and Petit Martinique.		4
2.	Regatta Committee of Carriacou	Developmental	Runs annual festival maintains tradition of boat building in Carriacou.		4
3.	Mount Pleasant Community Organisation	Developmental, Remedial, Preventive and Supportive	Seeks to be a multi function CBO for Carriacou.		3/4

SECTION VII: CLOSING THE INSTITUTIONAL GAP

The review undertaken above has established that there exists a large number of organisations and institutions in Grenada, many of them funded totally by the Government that provide for the citizenry generally, and for the poor specifically. Their interventions impact on individuals, households and communities across the country. The litmus test of the institutional infrastructure in a stable society is whether there are structures in place to treat with the various scenarios that may develop in social and economic life.

It is possible to interrogate the institutional infrastructure to establish whether there are agencies in place to serve particular needs. The converse holds, having identified an agency, one can seek to establish what is the role performed by the organisation. The examination conducted above had this as the point of departure.

There are certain needs that society accepts, either by custom or by law, should be catered for through its institutions. In this final section, we present in tabular form, some of the agencies involved in treating with members of society as they transition through the age cohorts from the womb to the tomb.

Babies and children need stimulation in the early years. Roving Caregivers has established an excellent programme to which some poorer parents have had access. It is known however, that the programme is not universal to all those in need. There are many more poor mothers who need Roving Caregivers but are not served, and there is little by way of alternatives.

Male youth have access to universal secondary education. Many, for a number of reasons, find it difficult to cope. NEWLO provides for some of them. However, those who may be subjected to negative influences of gangs and other dysfunctional groups, have access to the Ministry of Youth. It is accepted that the programmes of this agency now being revised and updated, may fail to reach them.

Female youth have access to the same range of services as male youth. Those who succumb to early pregnancies may access PAM. However, given the high level of pregnancies in teenage years, both male and female youth as well as others would need agencies that treat with sexuality, Family Life and such subjects. These would need to be well resourced having regard to the high incidence of early pregnancy and of STDs among young people.

There does not seem to exist much by way of institutional interventions to tackle the problem of transactional sex among girls and young women, and of youth violence in the face of an increase in violence among youth and the formation of gangs among both boys and girls. To the extent that there may not exist universality of service, some groups in some communities may lack institutional support when it is most

needed. The interrogation of the institutional order has been posed from this perspective.

Table 7.1 presents an illustration of some of the institutional structures which provide services to the population at various stages of the life cycle, and in keeping with their likely needs.

TABLE 7.1: SOCIAL CHALLENGES AND AGE COHORTS

	DEVELOPMENT	PREVENTIVE	REMEDIAL	SUPPORTIVE
Babies and Children	Ministry of Health NCH Grenada Roving Caregivers	Ministry of Health Roving Caregivers	NCH Grenada	Ministry of Health Bel Air Home Ministry of Social Development NCH Grenada
Male Youth	Ministry of Education Ministry of Youth NEWLO	Ministry of Youth		
Female Youth	Ministry of Education Ministry of Youth PAM NEWLO	Ministry of Youth	PAM	PAM
Prime Age Male	Ministry of Education Adult Education			
Prime Age Females	Ministry of Education GRENCODA			Ministry of Social Development
Elderly		Ministry of Health		Ministry of Social Development

The problematique for Grenada in the present conjuncture is the restructuring of its economy to create a more diversified and competitive base for participation in the international economy. The transition requires facilitating agencies and institutions geared to produce the new structures on which the economy will be run. Table 7.2 points to some of these with the implicit questions as to:

1. Does the country have the relevant institutions?

2. If they do exist, are they well resourced for the task and how well are they performing?

3. In summary then, the deficiency in the institutional infrastructure in the respective areas is evident. Poverty reduction and poverty alleviation seldom fall outside the ambit of institutional reform. Grenada, as a society in crisis with an economy in crisis, will need to revisit many of its institutional structures.

TABLE 7.2: INSTITUTIONAL REQUIREMENTS

NO.	FACILITATING REQUIREMENTS	INSTITUTIONS OF GRENADA	COMMENTS
1.	Training of Labour Market Entrants	NEWLO, TAMCC Adult Education Division	TAMCC has expanded, and also NEWLO, but numbers are small relative to those needing labour market entry skills and training
2.	Retraining of Workers	Adult Education Distance Education	Notion of 'all Grenada in school' still incipient in mind of the public. Little in place to take account of needs of female workers, with children also may need retraining. Special needs of farmers and agricultural labour not being addressed: diversified agriculture requires highly trained operatives.
3.	Access to Credit	Credit Unions Development Bank Private Banks	While access to credit exists, there is little to suggest that institutions providing access have a sense of industrial priorities of the country.
4.	Industrial and Marketing Intelligence	Ministry of Economic Development, Grenada Industrial Development Corporation Board of Tourism	Not evident that real time information on markets and technologies is accessed and shared with key agencies.
5.	Food Security and Agricultural Diversification	Ministry of Agriculture Ministry of Tourism Board of Tourism Hotel and Tourism Association	There is some sensitivity to the challenge, and some backward and linkages are being forged between tourism and agriculture. Ministry of Agriculture not geared for managing transition in agriculture.