



Dimensions

Status

1. Strategic Framework

Government and non-government leaders are strongly committed to enhancing the skills of Grenadians. Significant initiatives have been made to align workforce development (WfD) policies with the country's economic and social goals, including the establishment of the Grenada Council for Technical and Vocational Education and Training. Given the infancy of these measures, some challenges are still to be addressed, mainly regarding monitoring and evaluation of the implementation of strategic measures as well as coordination among government and non-government stakeholders.



2. System Oversight

Various initiatives have been undertaken to promote and enable training providers to diversify learning pathways and assure high standards of quality in associated training programs. Competency standards have been developed for major occupations and a National Qualifications Framework has been endorsed and is currently in place. Accreditation requirements have been established and are enforced for most training providers. The WfD system in Grenada relies heavily on donor funding.



3. Service Delivery

There is a diverse mix of training providers, with most non-state providers registered and licensed under a regime administered by the Grenada National Training Agency. Regular reporting and audits of training providers are conducted, but the management and use of information to improve their performance can be improved. Autonomy and accountability of training providers, particularly at the secondary level, is limited at the moment.



Table of Contents

Executive Summary.....	3
1. Introduction	4
2. Country Context	6
3. Overview of Findings and Implications	10
Overview of the SABER-WfD Assessment Results	10
Policy Implications of the Findings.....	11
4. Aligning Workforce Development to Key Economic and Social Priorities	13
Socioeconomic Aspirations, Priorities, and Reforms	13
SABER-WfD Ratings on the Strategic Framework.....	14
Implications of the Findings	17
5. Governing the System for Workforce Development	18
Overall Institutional Landscape.....	18
SABER-WfD Ratings on System Oversight.....	18
Implications of the Findings	24
6. Managing Service Delivery.....	26
Overview of the Delivery of Training Services	26
SABER-WfD Ratings on Service Delivery	27
Implications of the Findings	31
Annex 1: Acronyms	34
Annex 2: The SABER-WfD Analytical Framework.....	35
Annex 3: Rubrics for Scoring the SABER-WfD Data.....	36
Annex 4: References and Informants.....	45
Annex 5: SABER-WfD Scores	48
Annex 6: Authorship and Acknowledgements.....	49

Executive Summary

The Skills Agenda in the Tri-Island State

Grenada has faced various socioeconomic challenges within the last decade, including the destruction wrought by Hurricane Ivan in 2004 and the global financial crisis. As a result, economic indicators for Grenada illustrate unfavorable increases in the poverty and unemployment rates, especially among the youth and young adults.

As studies show a shortage of skills throughout the economy skills development has come into focus within the last five years in an effort to stimulate the private sector, which continues to struggle to attract foreign investment. Workforce development (WfD) has been deemed a priority for improving the country's socioeconomic prospects.

To support the government of Grenada in this effort, the World Bank implemented the diagnostic tool SABER-WfD to assess the institutional bottlenecks that stand in the way of progress; this exercise was viewed by the World Bank as a first step to deepen dialogue around the major WfD challenges that the country needs to address. The results of the assessment presented in this report are expected to assist in clarifying priorities. They classify the WfD system according to four stages of maturity in policy and institutional development, as follows: (1) Latent, (2) Emerging, (3) Established, and (4) Advanced.

Prioritizing Next Steps: Reform Imperatives to Advance Economic Growth and Development

The SABER-WfD assessment results, summarized on the cover of this report, rate Grenada's system at the established level in the functional dimensions of Strategic Framework and System Oversight and at the emerging level in Service Delivery. These results show that Grenada's government is committed to WfD; significant interventions have been developed and launched to coordinate WfD policies with the country's strategic goals. Specific analysis of the implementation, monitoring, and evaluation of the WfD system reveals that lower scores were attained at the Service Delivery Dimension, which suggests that a greater focus needs to be placed on the implementation of strategic measures so that trainees are able to reap the benefits of increased quality and access to training. Results-based monitoring has been suggested as a key instrument that can be adapted to the Grenadian context. Further measures to diversify learning pathways are also needed and greater incentives are to be developed and implemented to encourage new training institutions to deliver high quality, accredited programs.

The government of Grenada is committed to advancing the development of its human resources and has declared education a pillar of the new economy that it is currently building. It is therefore pivotal to utilize this momentum to develop the skills profile of the economy.

1. Introduction

Grenada, a member of the Caribbean Community (CARICOM) since 1973, is characterized by its lush green vegetation, fervent people, and picturesque scenery. Its economy is primarily services-oriented, resulting from a perceptible shift from an agrarian-dominant economy to one characterized by new and emerging service sectors. Today Grenada is focused on transforming its economic position by developing key services sectors including marine and yachting; information and communications technologies (ICT); construction; spa, health, and wellness; and education.

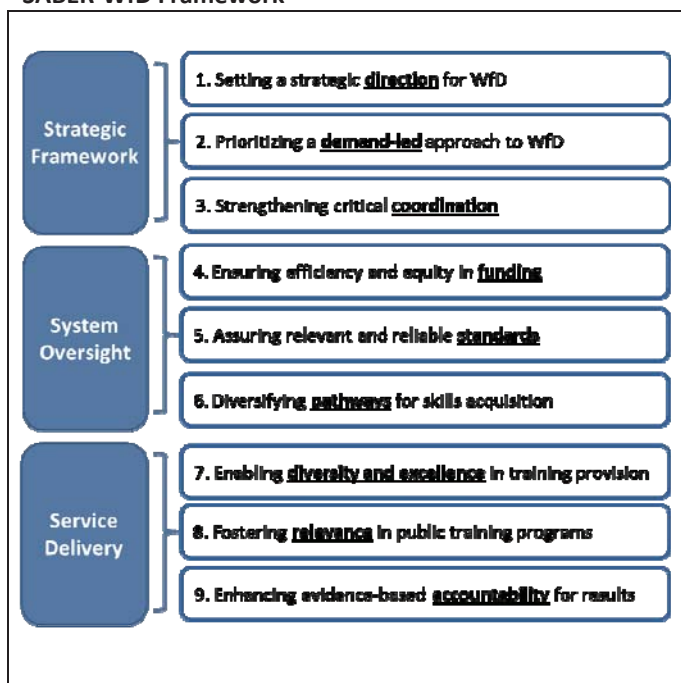
With a population of approximately 108,000,¹ the government of Grenada remains committed to the provision of quality education and support services to all its residents. Confronted with challenges of expansionary fiscal debt, high susceptibility to exogenous shocks, and low rates of foreign investment, the development of a skilled workforce is imperative to rouse private sector activity, attract foreign direct investment, and stimulate growth and economic development in the tri-island state of Grenada. Workforce development (WfD) is therefore viewed by the government as a key priority for improving the nation’s socioeconomic prospects.

This report presents an assessment of the regulatory, legislative, and institutional landscape governing WfD in Grenada. The results of this analysis are based on a newly designed analytical tool developed by the World Bank under the Systems Approach for Better Education Results (SABER) initiative. The aim of this initiative is to garner data so as to provide systematic documentation and assessment of the policy and institutional factors that influence the performance of education and training systems of SABER-participating countries. The SABER-WfD tool encompasses initial, continuing, and targeted vocational education and training that are offered through multiple channels, and focuses largely on programs at the secondary and post-secondary levels.

The tool is based on an analytical framework² that identifies three functional dimensions of WfD policies and institutions:

1. *Strategic Framework*, which delineates the praxis of advocacy, partnership, and coordination in relation to the objective of aligning WfD in critical areas to priorities for national development;
2. *System Oversight*, which refers to the arrangements governing funding, quality assurance, and learning pathways that shape the incentives and information signals affecting the choices of individuals, employers, training providers, and other stakeholders; and
3. *Service Delivery*, which defines the diversity, organization and management of training provision, both state and non-state, that deliver results on the ground by enabling individuals to acquire market- and job-relevant skills.

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



Source: Tan et al. 2013.

Collectively, these three dimensions facilitate the systematic analysis of the functioning of a WfD system as a whole. The focus of the SABER-WfD framework is

¹ The World Bank, The Little Green Data Book: 2008, Book 8 (2008)

² For an explanation of the SABER-WfD framework see Tan et al 2013.

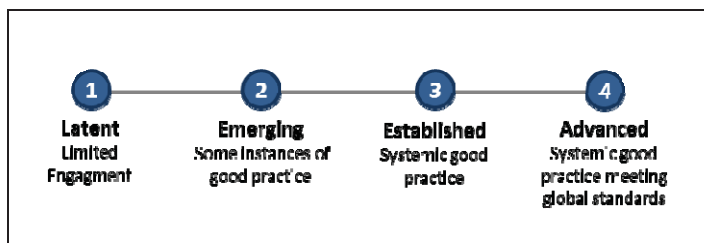
on the institutional structures and practices of public policymaking and the resulting effects on capacity in the system to conceptualize, design, coordinate, and implement policies in order to achieve results on the ground.

Each dimension comprises three Policy Goals that correspond to important functional aspects of WfD systems (see Figure 1). Policy Goals are further broken down into discrete Policy Actions and Topics that reveal more detail about the system.³

Implementing the Analysis

Information for the analysis of the WfD system in Grenada is gathered using a structured SABER-WfD data collection instrument (DCI). The instrument is designed to collect, to the extent possible, facts rather than opinions about WfD policies and institutions.

Figure 2: SABER-WfD Scoring Rubrics



Source: Tan et al. 2013.

For each Topic, the DCI poses a set of multiple choice questions which are answered based on documentary evidence and interviews with knowledgeable informants. The answers allow each Topic to be scored on a four-point scale against standardized rubrics based on available knowledge on global good practice (See Figure 2).⁴ Topic scores are averaged to produce Policy

Goal scores, which are then aggregated into Dimension scores.⁵ The results are finalized following validation by the relevant national counterparts, including the informants themselves. The rest of this report summarizes the key findings of the SABER-WfD assessment and also presents the detailed results for each of the three functional dimensions. To put the results into context, the report begins below with a brief profile of Grenada's socioeconomic makeup.

³ See Annex 2 for an overview of the structure of the framework.

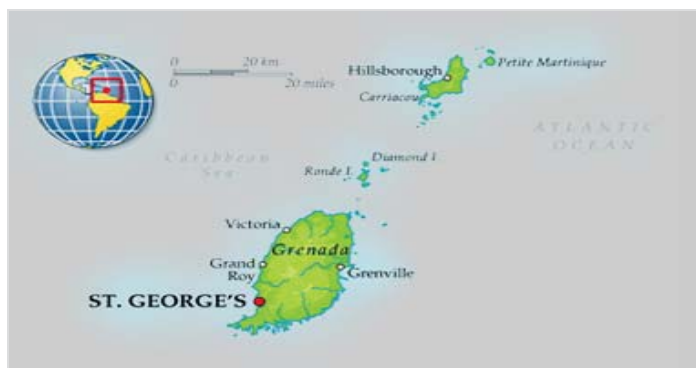
⁴ See Annex 3 for the rubrics used to score the data. As in other countries, the data are gathered by a national principal investigator and his or her team, based on the sources indicated in Annex 4; and they are scored by the World Bank's SABER-WfD team. See Annex 5 for the detailed scores and Annex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

⁵ Since the composite scores are averages of the underlying scores, they are rarely whole numbers. For a given composite score, X, the conversion to the categorical rating shown on the cover is based on the following rule: $1.00 \leq X \leq 1.75$ converts to "Latent"; $1.75 < X \leq 2.50$, to "Emerging;" $2.50 < X \leq 3.25$, to "Established;" and $3.25 < X \leq 4.00$, to "Advanced."

2. Country Context

The tri-island State of Grenada encompasses Grenada, Carriacou, and Petite Martinique (See Figure 3). The 133-square-mile island nation forms the southern end of the Windward Islands. Situated between Trinidad and Tobago and Saint Vincent and the Grenadines, Grenada is 100 miles north of Venezuela and 158 miles southwest of Barbados. Mainland Grenada is 12 miles wide and 21 miles long, and covers a land area of 120 square miles. Its sister isles Carriacou and Petite Martinique are 13 square miles and 486 acres respectively.

Figure 3: Map of Grenada



Source: Official Website of the Government of Grenada http://www.gov.gd/about_grenada.html.

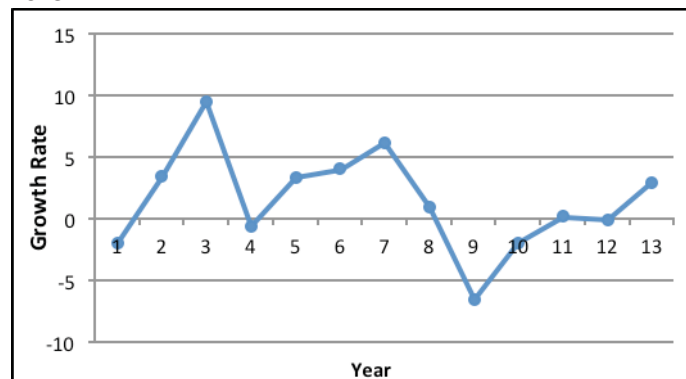
Political Context: Grenada was unknown to Europe until the 1498 voyage by Christopher Columbus, who first named the island ‘Concepción’. After centuries of colonization by various European settlers, the 1834 abolition of slavery resulted in the freedom of 24,000 slaves who began to determine their destiny as Grenadian people. National political consciousness was nurtured through the labor movement, and Grenada steadily made strides to develop political and civic independence.

In 1958, Grenada became a member of the Federation of the West Indies and, upon its dissolution, in 1967 the Island evolved into an Associated State with internal self-government. In 1974 Grenada acquired the status of an independent nation, becoming a constitutional monarchy with a prime minister, a head of state, and a governor general as a representative of the British monarch.

From 1979 to 1983, Grenada experienced extreme civil unrest marked by a revolutionary movement, followed by a coup d’etat and completed with the invasion by U.S. troops. Still a constitutional monarchy, Grenada today features a political system that comprises 15 constituencies. The nation is presently ruled by the New National Party (NNP) administration, the result of the most recent elections held on February 19, 2013. The next general election will be held in 2018.

Economic Trends: As a small island developing state (SIDS) with an open economy, Grenada is highly susceptible to exogenous shocks. The global financial crisis of 2008 resulted in near-consistent economic contractions between the fiscal periods 2008 and 2012 (See Figure 4).

Figure 4: Economic Performance of Grenada 2001-2013⁶

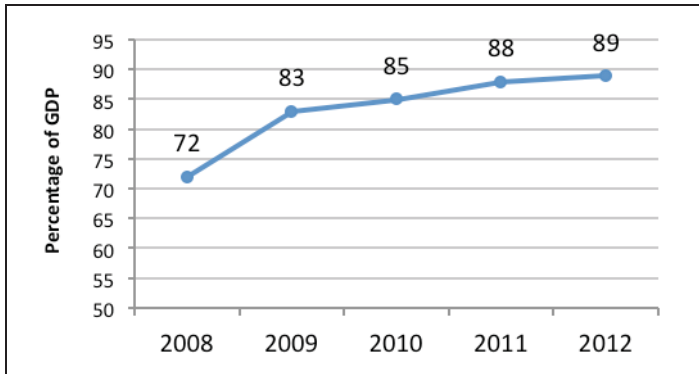


Source: Central Statistics Office, Ministry of Finance, Government of Grenada & Eastern Caribbean Central Bank.

The effects of the crisis crippled economic growth and impeded the sustainable development of Grenada. This spurred the government to address challenges associated with the nation’s economic competitiveness and its ability to service sectors that yield the highest economic benefit. This is imperative, especially given the country’s growing debt stock (see Figure 5).

⁶ Years are denoted by the last digits; 1 is equivalent to 2001, as is 13 to 2013.

Figure 5: Growth of Grenada’s Debt Stock as a Percentage of its Nominal GDP from 2008-2012



Source: Comparison of Grenada’s national budgets from 2009 to 2014.

Efforts to service this debt have placed undue strain on the fiscal budget of the local government. Therefore, during the period 2009 to 2012, debt financing took precedence over other expenditures in key social sectors including health and education. Furthermore, limited investment was seen in critical economic sectors, including tourism.⁷

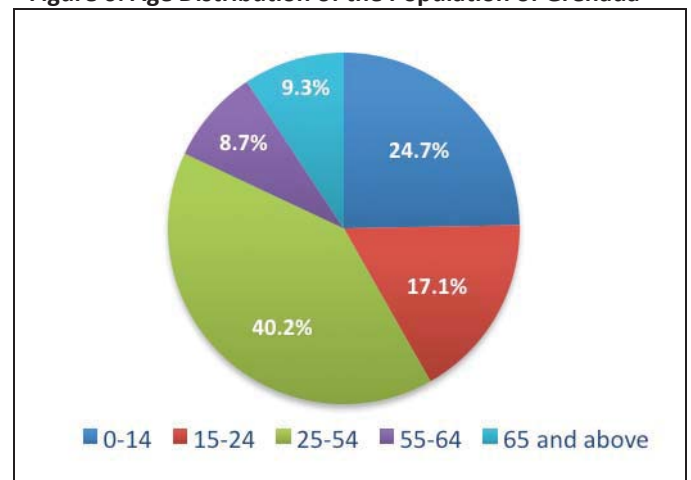
Disaggregated data reflect contractions in value added to real gross domestic product (GDP) by the hotel and tourism industry in 2009-2010—12.3 percent and 13.62 percent respectively. However, 2012 signaled a changing of the tides with positive growth of 6.41 percent.⁸ Agriculture recorded a positive contribution of 20.99 percent in 2009, but negative growth of 12.08 percent in 2010. In 2011, however, agriculture recorded a 6.41 percent positive value added. Fluctuations across other sectors characterize the recent economic performance of local industries; the sector of transportation, storage, and communications is the only one that has consistently contracted over the past four years.⁹

Confronted by these socioeconomic ailments, the government of Grenada maintains that the key to unlocking the country’s economic potential is in the hands of its most valuable resource: human capital. Workforce development (WfD) is therefore viewed as

critical in propelling the economy forward on a path to recovery and further into sustained growth and development.

Demographic Trends: Grenada possesses a population shy of 110,000, and features unevenness in its age distribution (see Figure 6). About 24.7 percent of the total population fall within the age range 0-14, and 17.1 percent are within the range 15-24. The largest group of Grenadians (40.2 percent) is between the ages of 25-54, a period in an individual’s life that is associated with economic productivity. This further reinforces the need to place WfD as a priority within the national agenda.

Figure 6: Age Distribution of the Population of Grenada



Source: Central Intelligence Agency, The World FactBook – Grenada, <https://www.cia.gov/library/publications/the-world-factbook/geos/gi.html>. Data is based on 2013 estimates.

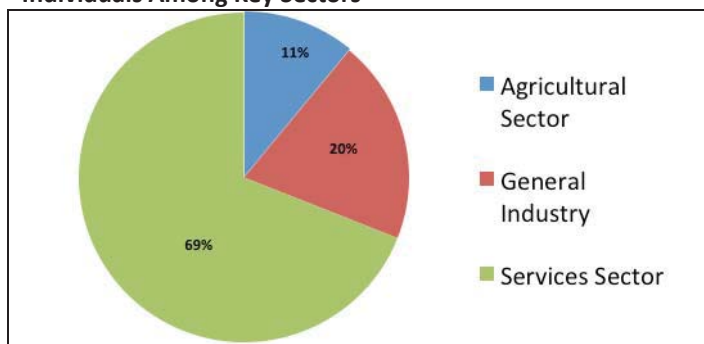
Employment: Data from the Central Statistics Office, as collected in 2008, indicates that Grenada possesses a labor force of 47,581, with 49 percent of the total force reflecting economically active males and the remaining 51 percent being female. These individuals are primarily employed in the agricultural and services sectors and general industries (see Figure 7).

⁷ Source: IMF, 2013. Caribbean Small States: Challenges of High Debt and Low Growth. Accessed at: <http://www.imf.org/external/np/pp/eng/2013/022013b.pdf>.

⁸ Government of Grenada, 2013 Budget Statement, Presented by Rt. Hon Dr. Keith Mitchell, p.68. http://www.gov.gd/egov/docs/budget_speech/Budget_Speech_2013.pdf.

⁹ Government of Grenada, 2013 Budget Statement, Presented by Rt. Hon Dr. Keith Mitchell, p.68, http://www.gov.gd/egov/docs/budget_speech/Budget_Speech_2013.pdf.

Figure 7: Percentage Distribution of Economically Active Individuals Among Key Sectors



Source: CIA FactBook – Grenada.

The country continues to struggle with one of the highest rates of unemployment within the Eastern Caribbean Economic Union, with women and youth being most acutely affected. This has adversely impacted the socioeconomic situation of Grenada by creating an unprecedented poverty rate of 37 percent and an unemployment rate that has doubled since 2008.¹⁰

Recognizing the many socioeconomic ills of the nation, the government has endorsed the building of a New Economy for Grenada. Five pillars have been identified to support the construction of this new and modern economy. These include:

- Tourism and Hospitality
- Energy Development (renewable and non-renewable)
- Agribusiness
- Information and Communications Technology
- Education, Health and Wellness, and Services¹¹

The government of Grenada has also adopted expansionary fiscal measures to combat economic challenges and steer Grenada on the path to economic growth and sustainable development. In an effort to attract the inflow of capital, lucrative investment packages have been presented to international investors, including extended temporary tax holidays and copious concessions. As a result, Grenada reports an expansion in its hotel and tourism industry. The recently implemented Citizenship by Investment

Program has created an avenue for foreign nationals to obtain citizenship through investment. The legislation supporting this program was passed in August 2013.¹² It is hoped that such ventures will serve to spur greater economic activity and boost employment.

Education and Training: Education is not only a pillar on its own, but an area that affects and is affected by the other four pillars. WfD initiatives are therefore instrumental in addressing the many grave concerns confronting the nation. The government is committed to the development of human capital and has allocated increased revenues towards education and training programs. Figure 8 illustrates the general education framework in Grenada.

At the beginning of 2010, the Statistical Department within the Ministry of Education projected that by 2013, education expenditure would represent 6.8 percent of the nation's real GDP, assuming an annual increase in education expenditure of 2 percent, coupled with the further assumption of a 4 percent annual rise in real GDP.¹³ However, given that real GDP growth has been less than 4 percent for the period 2009-2013, and education-related expenditure has increased exponentially in response to the socioeconomic needs of the citizenry, it is likely that expenditure associated with education would represent a larger percentage of GDP.¹⁴ Of the projected expenditure¹⁵ the government proposes to allocate approximately 6.9 percent towards the following specific projects: Youth Entrepreneurs Development Fund; School Books Program; Human Resource Development; School Feeding Program; and Support for Education, Employment and Development. These monies will be obtained from PetroCaribe Funds.

¹⁰ Government of Grenada, 2013 Budget Statement, Presented by Rt. Hon Dr. Keith Mitchell, p.5,

http://www.gov.gd/egov/docs/budget_speech/Budget_Speech_2013.pdf.

¹¹ Ministry of Finance, Dr. Rt. Hon Keith Mitchell, Prime Minister & Minister of Finance, Budget Statement 2013, p.25,

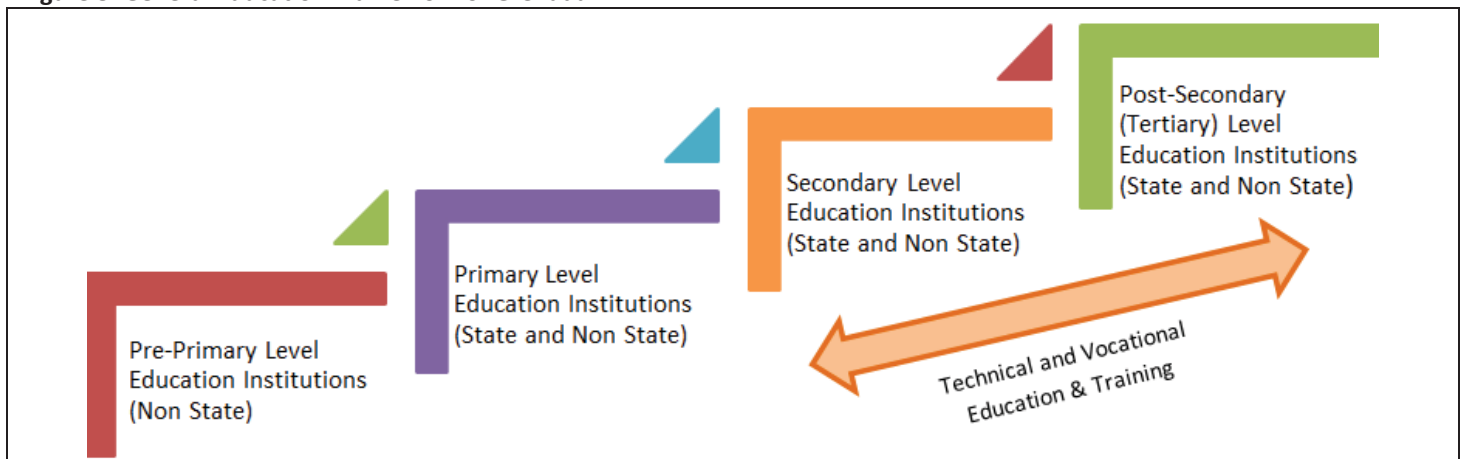
http://gov.gd/egov/docs/budget_speech/Budget_Speech_2013.pdf.

¹² Government of Grenada, Grenada Citizenship by Investment Act 2013 Passed in Parliament, http://www.gov.gd/egov/news/2013/aug13/07_08_13/item_1/citizen-by-investment.html.

¹³ Ministry of Education & Human Resource Development, 2010, Education Statistical Digest: Past Trends, Present Positions and Projections up to 2015/2016, p. 135.

¹⁴ This refers to government expenditure on support services including school feeding, book and uniform programs.

¹⁵ By 2013, expenditure on education amounted to ECD 110.6 million, approximately 10 percent of total government expenditure for that year.

Figure 8: General Education Framework of Grenada

Source: Author's construction.

The education landscape of Grenada reflects a relatively high enrollment rate that continues to increase with the expansion of the youth population. While complete system-wide data has not been released for recent academic years, the increased enrollment at secondary level institutions has resulted in the establishment of the J.W. Fletcher Memorial Secondary School. Similarly, the increased number of scholarships provided to nationals has augmented the matriculation numbers at St. George's University. This change is also explained by the education policy of the previous government that granted admission to secondary-level education to all students who sat the 11+ examinations (formerly called Common Entrance, now referred to as the Caribbean Primary Exit Assessment, or CPEA), with the exception of extreme cases.

Until 2008, T.A. Marryshow Community College (TAMCC) and New Life Organisation (NEWLO) were the primary institutions involved in technical and vocational training. In 2009, a new institution was added to the landscape. Birthed from assessments of the needs of employers, the Grenada National Training Agency (NTA) was established under the Grenada Council for Technical and Vocational Education and Training (GCTVET). This entity facilitates the administration of skills training by partnering with various training providers. NTA is responsible for overseeing, designing, monitoring, promoting, and establishing technical and vocational education and training (TVET) to meet

Grenada's skills development needs.¹⁶

Under NTA, Grenada has made impressive strides. An occupational standards framework has been developed and implemented so as to provide nationally and regionally acceptable and recognized standards and qualifications. These standards are governed under the National and Caribbean Vocational Qualifications Frameworks (NVQs and CVQs). So far, over 53 occupational standards have been approved and others are pending approval and vetting.¹⁷

¹⁶ Grenada National Training Agency, Role of the Grenada National Training Agency, <http://grenadanta.gd/AboutGNTA.aspx>.

¹⁷ Grenada National Training Agency, Occupational Standards, <http://grenadanta.gd/OccupationalStandards/ListofOccupationalStandards.aspx>. Information from NTA shows that, by 2014, 103 occupational standards had been approved.

3. Overview of Findings and Implications

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

The SABER-WfD assessment results summarized below provide a baseline for understanding the current status of the WfD system in the country, as well as a basis for discussing ideas on how best to strengthen it in the coming years.

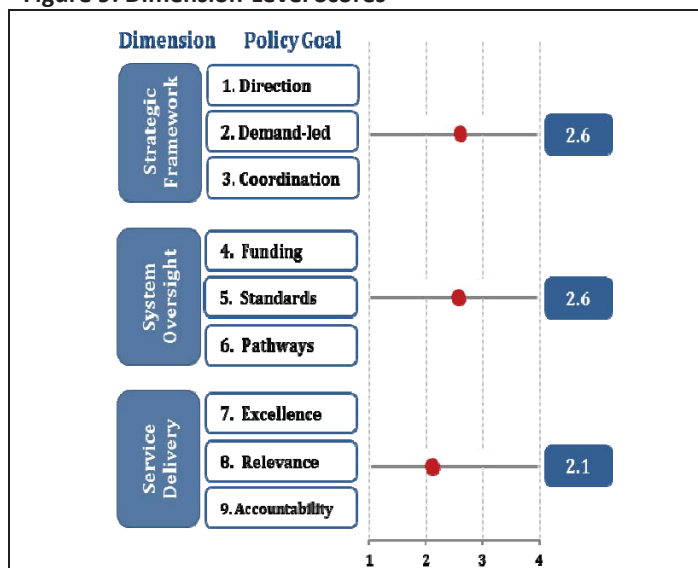
Overview of the SABER-WfD Assessment Results

Figure 9 shows the overall results for the three Functional Dimensions in the SABER-WfD framework.¹⁸ For Strategic Framework and System Oversight, Grenada is rated at the **Established** level, but for Service Delivery, the score falls to the **Emerging** level of development. The findings suggest that although Grenada’s WfD policies and institutional framework are ambitious and well-structured, the system’s capacity for implementation is quite weak as evidenced by a low service delivery score.

Grenada’s success in aligning national skills policies with its development goals and priorities forms the basis of the assessment under the **Strategic Framework Dimension**, which is rated at the **Established** level at 2.6. Specifically, this component of the SABER-WfD framework examines Grenada’s performance in (a) charting a strategic direction for WfD, (b) fostering a

demand-driven approach to WfD and (c) strengthening critical coordination for implementation of the strategic agenda.

Figure 9: Dimension-Level Scores



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

The score for this Dimension indicates sustained advocacy for WfD to support economic development, evidenced by the clear support of both government and non-governmental leaders to the enhancement of the WfD system in Grenada, as well as the government’s interest in human capital development, unemployment reduction, and the advancement of economic growth through higher productivity of a skilled workforce.

Although Grenada has, for many years, been considered an agrarian society, the dynamism of the global economy has necessitated a paradigm shift, as noted in a previous section. In response, Grenada is transitioning from a goods-based to a services-oriented economy, skilled and semi-skilled. This change is accompanied by institutional, regulatory, and legislative reforms, inclusive of changes to the WfD landscape. Policies, programs, and procedures have been modified and updated to reflect both the modernity of the 21st century and the national development agenda of the government of Grenada.

The SABER analysis of Grenada’s WfD system profiles a country where senior government officials are

¹⁸ See Annex 6 for the full results.

committed to WfD and are therefore viewed as advocates of the cause. Significant initiatives have been made to coordinate WfD policies with the country's strategic goals, but these have been met with some challenges. Many of the successes of the WfD regime can be attributed to the Grenada Council for Technical and Vocational Education and Training (GCTVET). The multipartite nature of the Council has resulted in the achievement of buy-in from various stakeholder groupings; this buy-in is essential in driving the WfD agenda. Another significant change, also related to the enactment and further implementation of the provisions of the 2009 GCTVET Act, was the institutionalization of the Grenada National Training Agency (NTA), a coordination and oversight body for technical and vocational education and training (TVET) programs.

Given the infancy of this framework, the system is still confronted with some key challenges, such as inadequate monitoring and evaluation systems and inefficiencies in translating strategy into effective implementation of interventions. Other challenges pertain to coordination issues among stakeholders in order to avoid duplication of efforts, misalignment of policies, and poor strategic and operational decision making. In addition, the heavy reliance on external funding does not augur well for the development of the workforce in the coming years and highlights the need for the government and the local private sector to infuse finances into WfD.

System Oversight is the second Dimension under the SABER-WfD framework, rated at the **Established** level for Grenada with a score of 2.6. This Dimension investigates Grenada's achievements in (a) ensuring efficiency and equity in funding for TVET, (b) assuring relevant and reliable standards, and (c) diversifying pathways for skills acquisition.

The establishment of the NTA has led to the development of a National Qualifications Framework (NQF)—the design of over 53 occupational standards and the application of quality assurance mechanisms to standards and practices for training, a feat of which Grenada can be proud.¹⁹ On the other hand, the funding mechanisms for the WfD system were identified as

weak in terms of sustainability and independence from donor-led initiatives.

Specific to the institutional underpinnings of Grenada's WfD framework, a multi-dimensional landscape of organizations, associations, and institutions are featured. Private-public sector partnerships are evident with the NTA collaborating with industry participants such as the National Water and Sewerage Authority and external companies such as Crane, from Barbados. Strong linkages are also evident between the NTA and government ministries, specifically the ministries of Labor, Sports & Youth, and Education.

The third Dimension looks at the **Service Delivery** pillar of WfD in Grenada. It assesses how Grenada has been able to (a) enable diversity and excellence in the provision of training, (b) promote and maintain relevance in public training programs, and (c) enhance evidence-based accountability for results. This Dimension is rated at the **Emerging** level, with an average score of 2.1.

Data collected for this Dimension shows that, overall, Grenada's WfD system features both private and public TVET institutions, though private institutions are more predominantly featured at the tertiary level. With the progression of time and expansion of the scope of the WfD framework, the role of training providers as integral pillars of the WfD framework, along with the increasing need for sustained regulation of their operations has been highlighted. Bringing this to the fore ensures a level of accountability that will likely increase the quality and relevance of training in line with the needs of the Grenadian economy. The following section examines the policy implications of the findings.

Policy Implications of the Findings

In promoting the strategic goals of the WfD framework, synergy between policy goals and the national development strategy is important. Anything contrary to this would be counterproductive and cost ineffective. In Grenada, there is a deficiency of information about skills demand. This limits the ability of policymakers to design frameworks that address deficiencies in the system, as they are unable to obtain a holistic picture of the educational and labor market landscapes. Moreover, industry participation is key to advancing the development of the system. Current institutional

¹⁹ According to NTA, by 2014, 103 standards have been approved.

arrangements are well designed and lend themselves to this. However, slight modifications are necessary to ensure maximum efficiency is attained; these are proposed below.

The WfD strategic agenda along with policy decisions are to be made with the endorsement of all relevant stakeholders. To achieve this, better organized channels of communication are necessary. Rather than creating new technological platforms, the existing ones can be adapted by involving the ministry responsible for information and communications technologies (ICT). A shared network, intranet, or some type of internal interface can facilitate continuous sharing of activities and increased collaboration among stakeholders. This would promote complementarity of initiatives and eliminate duplication of efforts and wasting limited resources.

Greater emphasis needs to be placed on efficiency and equity in the use of funds. Systems to strengthen the monitoring and evaluation of WfD initiatives must be employed. The diversification of sources of funding is also crucial and it is therefore recommended that the Government of Grenada arrests its overdependence on donor funding for WfD initiatives. To infuse financial stability and sustainability in the WfD framework, it is essential to find a balanced formula by which the government, industry participants, business support entities, and donor agencies can contribute to the development of Grenada's human capital. Furthermore, to attract a larger inflow of capital into the WfD strategies, it is recommended that greater incentives be provided to investors, both local and abroad. An inflow of capital would facilitate the much needed integration and application of innovative technologies to service delivery and monitoring and evaluation of WfD initiatives.

An intensified focus on the quality of training providers—and not merely the quantity—is needed, especially at the secondary level. Formal mechanisms, apart from the institutional arrangements provided under the GCTVET, should be implemented to ensure greater relevance of training programs and facilitate regular industry input and feedback.

Increasing funding for relevant studies can strengthen the WfD system. Investment in skills-focused assessments and surveys will garner relevant data and market information from a wide cross section of sources and stakeholders. Additionally, the findings of these studies and their recommendations must be implemented in order to enhance the accountability of the system and ensure evidence-based decision-making. The proposed changes can foster greater relevance in training programs, promote diversity and excellence in their delivery, and facilitate system-wide decisions about training provision.

4. Aligning Workforce Development to Key Economic and Social Priorities

Workforce development (WfD) is not an end in itself, but an input toward broader objectives—of boosting employability and productivity; relieving skills constraints on business growth and development; and advancing overall economic growth and social well-being. This chapter reports the SABER-WfD results for Dimension 1, Strategic Framework. The three main sections within this chapter explore: (a) the key socioeconomic aspirations, priorities, and reforms of Grenada, to provide a brief background and contextualize the SABER-WfD ratings; (b) the SABER-WfD ratings of the Strategic Framework, which describe this Dimension, examines each Policy Goal and explains their scores; and (c) some policy implications of the findings, which identify areas for improvement in light of the SABER-WfD ratings.

Socioeconomic Aspirations, Priorities, and Reforms

Socioeconomic challenges in the context of WfD:

The current global situation has impacted Grenada as a small island vulnerable state and has created a set of complex challenges for the country. At the same time, it has presented an opportunity to address not only immediate political demands, but also institutional and structural reforms for creating an enabling environment for sustained growth and macroeconomic stability. The core challenges of creating such an environment are unemployment and lack of skills development. Compounding these challenges is the slow growth of the Grenadian economy. The incessant decline of economic growth in Grenada has placed added pressure on the labor market's ability to absorb an annual influx of hundreds of graduates seeking jobs, creating an unfavorable active-to-total population ratio and the resulting high unemployment rate. Grenada, however, is undeterred in its struggle to develop a new economic order characterized by enhanced competitiveness and a sound knowledge base.

Grenada's current economic woes are attributed to both exogenous shocks and endogenous factors, including the financial crises of 2007, skills demand and supply mismatches, absence of adequate career

guidance, and a lack of innovation and application of technologically advanced tools in the administering of technical and vocational education and training (TVET) and related programs. Grenada's current account deficit has further widened, with the expansion of imports and lethargy of exports. Inflation, however, has remained relatively low, with an average rate of 1.8 percent recorded in 2012, affecting predominantly food prices.²⁰

Some challenges have been addressed, but—as with many economic variables—the time lag between implementation of corrective measures and the attainment of the desired results has further exacerbated the situation. Various reforms, most notably the establishment of the Grenada National Training Agency (NTA) and the institution of the Grenada Council for Technical and Vocational Education and Training (GCTVET), were introduced in an attempt to tackle skills mismatches. These reforms yielded good results but improvements in certain areas are still desired. Furthermore, education reforms in Grenada have been successful in improving enrollment and quality; however, the labor market has not responded with adequate increases in remuneration or even the ability to absorb the influx of new entrants.

National aspirations and guiding strategies:

Grenada has articulated its national socioeconomic priorities, guided by the manifesto of the current government administration to transform the nation into a new economy. The strong focus placed on education and employment, especially youth employment, is expressed in the national agenda formulated in 2013. The desired end result is the development of a skilled labor force that can directly service the local economy and further support nation building and economic development through cross border labor and other modes of service to external markets.

Grenada's focus on human capital development is evident in the 2013 national budget, which adopted the theme “*Restoring Hope, Building the New Economy and Empowering our People*”. Two of the six sub-themes under the overall goal of “Empowering the People of Grenada” focus on skills development, specifically the

²⁰ According to Dr. Rt. Hon Keith Mitchell, Prime Minister & Minister of Finance, food inflation has exponentially increased, recording rates of 3% in 2012. Budget Statement 2013, http://gov.gd/egov/docs/budget_speech/Budget_Speech_2013.pdf.

sub-theme “Youth and Sports Development”, and “Education and Human Resource Development”.²¹

Under the pillar of education, student support services such as the textbook, transportation, school feeding, and uniform programs have been implemented; EC\$1 million has been allocated to general provision and EC\$3.1 million to school feeding. Other interventions include increased teacher training opportunities and the retooling of programs to broaden their scope. Approximately EC\$3.5 million is earmarked to support the activities of the NTA and EC\$12 million for the T.A. Marryshow Community College (TAMCC).²²

Reforms: Dating back to the days of the revolution, education has always been recognized as the key that could unlock a nation’s potential for sustained economic development. In recent years, Grenada has focused on education as a way to build the country’s human capital and transform the economy into a knowledge-based one.

Grenada has invested considerably in education since the early 1980s and significant achievements have resulted. Universal education has been adopted and integrated into the education system and other reforms from the primary to tertiary levels have unfolded. The movement away from the more traditional streams of education has been embraced, and the stigma attached to vocational and technical education and training has significantly lessened. TVET has therefore received greater support, financially and otherwise, and there has been gravitation towards various skill categories and fields. The most palpable demonstration of the support for TVET programs is the establishment and endorsement of the GCTVET and its sub-body, the NTA.

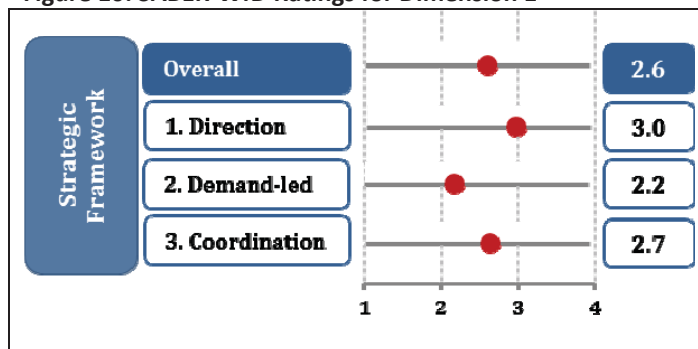
SABER-WfD Ratings on the Strategic Framework

In the SABER-WfD framework, the role of WfD in realizing Grenada’s socioeconomic aspirations materializes through actions to advance the following three Policy Goals: (i) setting a strategic direction for WfD; (ii) fostering a demand-led approach in WfD; and

(iii) ensuring coordination among key WfD leaders and stakeholders. The ratings for these Policy Goals are presented and explained below, followed by a reflection on their implications for policy dialogue.

Based on data collected by the SABER-WfD assessment, Grenada receives an overall rating of 2.6, indicating the classification of **Established**, though on the lower end, for the Strategic Framework Dimension. The figure below illustrates the three Policy Goals which comprise this Dimension and yield the average score noted above. Goal 1—Setting a Strategic Direction, receives a 3.0 score; Goal 2—Fostering a Demand-led Approach, receives a 2.0 score; and, Goal 3—Strengthening Critical Coordination, receives a 2.7 rating. Policy Goals 1 and 3 meet the score of the Established level, indicating good practices within these goals; Policy Goal 3 rates at the Emerging level, reflecting room to improve in the practices and processes associated with it. Further explanations of these ratings, along with their implications, follow below.

Figure 10: SABER-WfD Ratings for Dimension 1



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

Policy Goal 1: Setting a Strategic Direction

Leaders play a significant role in crystalizing a strategic vision for WfD that is aligned to the country’s unique circumstances and opportunities. Their advocacy and commitment attract partnership with stakeholders for the common good, builds public support for key priorities in WfD, and ensures that critical issues receive due attention in policy dialogue. Taking these ideas into account, Policy Goal 1 assesses the extent to which senior most government leaders and the private sector

²¹ Other sub-themes include: Health and Social Security; Housing and Social Care; Relief for Small Depositors of Capital Bank and Carriacou and Petite Martinique.

²² Ministry of Finance, Dr. Rt. Hon Keith Mitchell, Prime Minister & Minister of Finance, Budget Statement 2013, p. 34, http://gov.gd/egov/docs/budget_speech/Budget_Speech_2013.pdf.

provide sustained advocacy for WfD priorities through institutionalized processes.

Grenada is rated at the **Established** level on Policy Goal 1, with a score of 3.0. This connotes sustained advocacy by government officials, with palpable support from non-government leaders; both the government and NGOs are visible champions for WfD. National political leaders, government officials and the NTA are the foremost government advocates for WfD in Grenada. Within the government construct, the line ministries responsible for Education & Human Resource Development and Youth Development & Sports are often referenced as public endorsers of TVET programs such as the IMANI Project and the Grenada Young Entrepreneurs Project. Strategic plans and policy frameworks direct the path of these programs, which are widely endorsed by local government. As a result, these programs are properly carved out and budgetary allocations are made within line ministries in an effort to ensure that they are successfully implemented.

NGO participation is also evident within the WfD landscape of Grenada. Organizations that support local businesses, industry leaders, and private sector training providers engage in sustained advocacy for WfD. Much of this advocacy is undertaken through GCTVET, which also seeks to enhance the regulatory and legislative landscape governing WfD. The strengthening of these links is viewed as imperative given the increasing reliance on the services sectors as a driver of economic growth and development, and the subsequent need for an appropriately skilled labor force. The government has recognized that in order for its human resources to be competitive globally, they must meet international standards and such standards must be regularized locally.

The GCTVET meets monthly to discuss a wide array of matters, including collaboration in selected industries and economic sectors (construction, tourism and hospitality, agriculture, ICT, yachting and marina), initial vocational education and training (IVET), on-the-job training, training in priority sectors, and programs for vulnerable populations. Despite the efforts of both public and private sector entities in coordinating and executing a synchronized WfD agenda, the pursuit of setting a strategic direction for WfD in Grenada is also accompanied by several drawbacks. The most

significant of these is the absence of reviews and assessments. Very few reviews of interventions and program implementations have been undertaken. This is attributed to resource constraints, primarily financial. The few rare reviews tend to be undertaken in an ad hoc manner.

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

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

Grenada is rated at the **Emerging** level for Policy Goal 2, with a score of 2.2. Assessment of economic prospects and skills implications take place regularly and focus is placed on key growth sectors only; many others are ignored. These assessments are based primarily on industry and employer surveys and are conducted only by government agencies in collaboration with international agencies. Although employer engagement has been institutionalized through GCTVET, there is limited involvement elsewhere.

Findings indicate that occasional assessments are conducted to determine the national economic prospects of Grenada. These evaluations also examine skills implications within key sectors. The last national skills needs assessment was conducted in 2008 and identified economic sectors with the greatest economic potential: tourism, manufacturing, agriculture and agribusiness, ICT, financial services, education and training, health and wellness, energy, and research and development. This assessment also birthed the NTA.

Employer engagement in policy dialogue about WfD matters is channeled primarily through Lead Industry Groups at GCTVET. Lead Industry Groups are technical, consultative bodies that are primarily composed of industry and business representatives who possess

expertise in a particular occupational discipline.²³ Besides being responsible for the development of occupational standards, these groups also facilitate dialogue and participation by employers in particular areas in order to address the skills implications of system-wide policies and investments. It is imperative to note, however, that while the majority of skills training programs benefit from employer engagement and participation, all do not.

Despite the great input of the local industry in policy dialogue, the government has not established skills-upgrading incentive programs through which employers can benefit. While the government intends to design incentive schemes, these have not been created due to the absence of a policy or legal framework that could enable such an endeavor.

Policy Goal 3: Strengthening Critical Coordination for Implementation

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

Grenada is rated at the **Established** level for Policy Goal 3, receiving a score of 2.7. Coordination in Grenada's WfD system was enhanced by the GCTVET Act, a legislative instrument which defines the roles and responsibilities of government ministries, agencies, and other stakeholders as they relate to WfD. The composition of GCTVET depicts the key institutions within the multidimensional WfD landscape in Grenada: the Ministries of Labor, Education, and Economic Development; the NTA (as a national skills coordination unit); the Grenada Employers Federation; the T.A. Marryshow Community College (the only community college on the tri-island state of Grenada); an NGO with

TVET interests; and representatives from the private sector. They are all members of GCTVET.²⁴

GCTVET provides an institutional platform for dialogue, coordination and execution of the WfD agenda. For example, the Council played a prominent role in the implementation of the Organization of Eastern Caribbean States (OECS) Skills for Inclusive Growth Project, where its members were able to coordinate the implementation of various components of this project. GCTVET also facilitated the signature of a memorandum of understanding between the Ministry of Youth Empowerment and Sports and NTA in 2012 to facilitate the training of various youth under the NQF.²⁵ Through this agreement, the Ministry of Youth pledged assistance to the NTA to complement its efforts, including student stipends in the amount of EC\$700 along with other non-pecuniary support.

Despite efforts to achieve strategic coordination, the system still has challenges to overcome. For example, some initiatives are conducted by independent players, without input and direction from GCTVET and NTA, thereby hampering coordination efforts. While both the OECS Skills Project and the IMANI Project are part of the national WfD agenda, the latter lacks the former's level of broad-based coordination with all representatives of the GCTVET. There is also evidence of overlap, especially at the level of program implementation. Various training providers, both public and otherwise, have undertaken similar skills training programs targeting the same audience. Instances of individual programs being undersubscribed, or the implementation of similar programs by other training providers utilizing donor or other financial aid, indicate wasting of resources and inefficiencies that result from the ineffectual usage of the NTA as the national coordination unit for skills training programs.

Aware of these challenges, representatives from the Ministry of Education and the T.A. Marryshow Community College have proposed to grant the NTA the title of principal broker for all skills training and

²⁴ Section 5, subsection 3 of the Grenada Council for Technical and Vocational Education and Training Act No. 9 of 2009.

²⁵ The Grenada National Training Agency, The National Training Agency (NTA) signs a Memorandum of Understanding with the Ministry of Youth Empowerment and Sports, <http://www.grenadanta.gd/News/tabid/81/articleType/ArticleView/articleId/62/National-Training-Agency-signs-Memorandum-of-Understanding-with-Ministry-of-Youth-Empowerment-and-Sports.aspx>.

²³ Grenada National Training Agency, The Standards Development Process, <http://www.grenadanta.gd/OccupationalStandards/OccupationalStandardsDevelopment.aspx>.

education programs. Under this proposal, programs undertaken without the NTA's endorsement would incur penalties. Although this proposal is at an initial stage, stakeholders are clear that a move in this direction must be accompanied by strong leadership by the Ministry of Education as well as an aggressive and comprehensive communications strategy.

Implications of the Findings

The findings for the Strategic Framework Dimension reveal that Grenada has invested heavily in charting a strategy through which WfD is widely integrated nationally. The country has surmounted many hurdles, but there are still core areas that can be further strengthened. GCTVET, as the primary mechanism through which coordinated efforts and championing of WfD is undertaken, could broaden the scope of advocacy and dialogue among WfD actors so they can collaborate around not only economic sectors, but on the development and execution of an economy-wide WfD agenda.

Strong collaboration among WfD actors is critical to ensure that overlaps in functions and duplication of efforts do not occur. In the absence of such collaboration, resulting inefficiencies will create an inadequate system for the oversight of providers and the delivery of training. Although coordination does not seem to be an important challenge in Grenada, occasional poor communication among ministries could

have avoided past situations in which similar and undersubscribed skills programs were duplicated under two separate national programs.

Better coordination, fewer inefficiencies, and duplication of efforts can be achieved by improved monitoring and evaluation practices. It is proposed that a mandatory linkage be made between the design and implementation of projects and their review. It should be mandatory to make arrangements –including securing the necessary funding– for regular monitoring and evaluation of WfD-related initiatives at the outset for projects at the national and local level. To ensure that this is enforced, it is imperative that WfD policy and legislation prescribe the NTA as the sole broker of skills programs in the country.

In order to better align the skills demand and supply sides, it is recommended that the government adopt a demand-driven approach to WfD. Grenada has demonstrated promising steps in this direction, but challenges remain. First, funding is insufficient to formally assess the skills needed to increase the country's competitiveness and productivity. Greater emphasis must be placed on increasing the scope and frequency of assessments of skills mismatches, in line with the country's economic priorities. Ideally, policies, regulations, and legislation that aim to strengthen areas of economic interest should allow for a synergy between three main elements: an increased private investment, an enabling environment for sector development, and interventions to create a workforce with relevant skills. The second challenge relates to the lack of financial and non-financial incentives for employers to upgrade the skills of their employees. The inclusion of employers in charting the strategic direction for WfD and in the delivery of training is also fundamental as they are the end users of skills and thus, knowledgeable about the skills needed for increased productivity.

Box 1: Learning from Global Practices

More advanced systems conduct routine assessments based on multiple data sources on the country's economic prospects and their implications for skills. A wide range of measures with broad coverage are taken to address critical skills constraints. Governments recognize employers as strategic partners in WfD, formalize their role, and provide support for skills upgrading through incentive schemes that are reviewed and adjusted.

5. Governing the System for Workforce Development

Workforce development (WfD) authorities foster efficient and equitable funding of investments in workforce development, facilitate effective skills acquisition by individuals, and enable employers to meet their demand for skilled workers in a timely manner. The objective is to minimize systemic impediments to skills acquisition and mismatches in skills supply and demand. This chapter highlights the SABER-WfD results for Dimension 2: System Oversight. It comprises three sections: (a) the overall institutional landscape, which summarizes the organization and governance of the WfD system and the funding mechanisms for WfD; (b) the SABER-WfD ratings on System Oversight, which explains the rationale for the scores and findings under Policy Goals 4, 5, and 6; and (c) the implications of the findings, which identify areas for improvement in light of the SABER-WfD ratings.

Overall Institutional Landscape

The Ministry of Education and Human Resources, the Grenada Council for Technical and Vocational Education and Training (GCTVET), its sub-agency the Grenada National Training Agency (NTA), and the Ministry of Youth Empowerment and Sports are the primary institutions with responsibility for WfD in Grenada. Other line ministries have also impacted certain aspects of the direction and development of WfD, but the most significant contributions have come from the above-mentioned organizations.

The Ministry of Education and Human Resources is responsible for ensuring equitable access to quality and relevant education to all Grenadians regardless of sex, race, color, creed, ability, or socioeconomic status. This ministry endeavors to equip citizens with the knowledge, attitudes, values, and skills that will assist in the development of their capacities to contribute to the nation's social and economic development.

NTA, formally referred to as the Grenada National Training Agency, is a body legislatively established under the GCTVET Act. This primary legislative instrument also establishes the GCTVET, which serves as an advisory body to the Minister of Education. This Council focuses on the design of policies, strategies, and programs for the management of technical and

vocational education and training (TVET). In practice, its functions are quite broad (ranging from monitoring and evaluation of WfD initiatives to quality assurance measures). Semi-autonomous in nature and with executive authority to prepare a national TVET policy, the Council engages key WfD stakeholders through formalized institutional arrangements in an effort to design and execute a strategic program that addresses the WfD needs of Grenada.²⁶ The GCTVET is institutionally designed to engage a wide range of WfD stakeholders including representatives from the Ministries of Education, Labor, Economic Development, the NTA, private sector organizations, the tertiary-level training and education providers, non-governmental organizations, and representatives of various industry sectors.

The success of WfD in Grenada is largely dependent on the sustainability of key organs such as the GCTVET. Initial financial support for its operation was provided by the Japanese government through the Jamaica Heart Trust. The NTA was later implemented and the government assumed greater responsibility for the operation of this body. Findings from this assessment reveal that although it is clear that funding to support these entities is critical, reliability and sustainability of financial resources is questionable. The structures through which funding is secured are not properly defined. Grenada demonstrates a large dependence on donors' funds with the primary alternative for financing being general taxation. This reflects poor financial planning, which adversely impacts the proper delivery of training and the adequate monitoring and evaluation of WfD-related initiatives, among others.

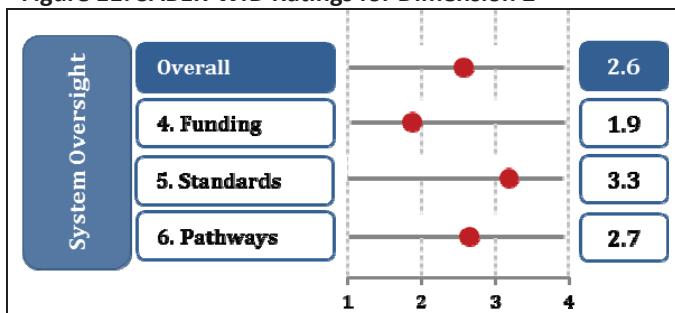
SABER-WfD Ratings on System Oversight

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

²⁶ Grenada National Training Agency, The Grenada Council for Technical and Vocational Education and Training, <http://grenadanta.gd/b/AboutGNTA/GCTVET/WhatistheGCTVET.aspx>.

Based on data collected for the SABER-WfD assessment, Grenada receives an overall rating of 2.6 for the System Oversight Dimension, corresponding to an **Established** level of development (See Figure 11). This score reflects the average rating for the underlying Policy Goals. It also reflects the progress the country has made in developing and establishing a National Qualifications Framework (NQF), designing occupational standards for several occupations, and facilitating learning pathways. On the other hand, challenges remain in the area of funding for the WfD system as it depends heavily on donor-led initiatives.

Figure 11: SABER-WfD Ratings for Dimension 2



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

Policy Goal 4: Ensuring Efficiency and Equity in Funding

WfD requires a significant investment of resources by the government, households and employers. To ensure that these resources are effectively used it is important to examine the extent to which policies and institutional arrangements are in place to: (i) ensure stable funding for effective programs in initial, continuing, and targeted VET; (ii) monitor and assess equity in funding; and (iii) foster partnerships with employers for funding WfD. These are the elements Policy Goal 4 analyses.

Grenada is rated at the **Emerging** level on Policy Goal 4. The country’s performance in promoting efficiency and equity in funding earned a score of 1.9—the lowest rating received throughout the nine Policy Goals covered in the SABER-WfD assessment. Poor financial planning and weak resource mobilization efforts were noted as the principal challenges crippling Grenada’s performance in this area. The low score is also the result of significant challenges regarding the assessment of the effect of funding for TVET programs on equity.

Grenada’s WfD system suffers from poor financial planning. There is no dedicated training fund for the promotion and sustainability of WfD programs, though national annual budgets reflect financial allocations dedicated to human capital development. These are captured under apportionments for the Ministry of Education & Human Resource Development, main funder of the WfD system. As shown in Table 1, there has been a gradual decrease in the percentage of total government expenditure that is destined for education and human resource development. However, the actual expenditure on these areas during the last five years has fluctuated.

The Ministry of Youth Empowerment and Sports also allocates funds towards certain TVET programs. However, a large percentage of programs implemented by the Ministry of Youth are either jointly held with the Ministry of Education through the NTA or in partnerships with external institutions. The overall percentage of expenditure associated with the Ministry of Youth as compared to total government expenditure has not surpassed 4 percent in the last five years. The highest percentage was reached in 2013 (3.85 percent), which responds to the increased impetus of the government to revitalize the IMANI project, now called the New IMANI. A significant dimension of this project comprises TVET programs that are jointly executed with NTA.

The highest percentage of expenditure associated with education and human resource development, relative to total government expenditure, was recorded in 2009. This reflected the firm commitment of the government of the time to education, which was declared as one of five transformational sectors. A concerted effort was therefore made to ensure that supporting mechanisms were in place to yield the desired results. Legal, regulatory, and institutional mechanisms were developed: the GCTVET Act, the GCTVET, and the NTA. Between 2009 and 2012, the government directed its financial resources into areas of teacher education and training; refurbishment and upgrading of teaching facilities; and refocusing the curricula to better reflect the fluidity of the national and international economies. In 2012, financial allocations also took into consideration plans to complete a national resource development policy and database, which is yet to be completed primarily due to political factors.

Recognizing the importance of WfD to the development of the nation, the government of Grenada has sought partnerships with various donor agencies in executing TVET programs over the last five years. International partners including USAID, the International Youth Foundation (IYF), the World Bank, the Canadian International Development Agency (CIDA), and the government of India have been approached to assist Grenada develop its human resources.

USAID sponsors TVET programs delivered by New Life Organization (NEWLO), which in 2013 held its 27th graduating exercise producing a cohort of 79 graduates. IYF has financially endorsed skills development in Grenada through the Caribbean Youth Empowerment Program (CYEP), an initiative coordinated by the Industrial Development Corporation (GIDC), the primary investment promotion agency in Grenada. In 2013, 139 individuals successfully completed CYEP. The World Bank has been the principal sponsor of the OECS Skills for Inclusive Growth Project, which supported the establishment of GCTVET and NTA. CIDA has also funded TVET programs throughout the entire Caribbean

Community (CARICOM) region and has supported various projects, including exchange TVET programs and the provision of equipment.²⁸ The government of India provided financial assistance to establish and operate an ICT Centre for Excellence. This financial contribution enabled the staffing and equipping of the training facility with the requisite hardware and computer software. It also facilitated the subsidization of programs by the government, thus making programs in the critical area of ICT more affordable.

This heavy reliance on international funding sources, however, is of great concern as it highlights vulnerabilities in terms of sustainability. Recent global economic occurrences have resulted in declines in donor funding, and Grenada's continued dependence on outside sources can hamper its ability to further develop its economy through a robust and institutionalized WfD system. Enhancing resource mobilization procedures would serve to improve Grenada's ability to better pursue a WfD strategy. This was proposed as a key intervention by representatives of the GCTVET and the Ministry of Education.

Reviews regarding the impact of funding on training beneficiaries are done mostly for externally funded projects, generally as a component of the project itself. To some extent, Grenada utilizes the conclusions and recommendations of these assessments to inform future projects and advance the development of its local WfD initiatives. The OECS Skills for Inclusive Growth Project undertook the most recent review;

Table 1: Allocations to MOEHRD, 2009-2013²⁷

Fiscal Year	Allocations to the Ministry of Education and Human Resource Development (ECD Millions)			Total Expenditure USD Millions ¹	% of Total Government Expenditure
	Recurrent Expenditure	Capital Expenditure	Total Expenditure		
2009	80.7	29.7	110.4	40.9	16.3
2010	86.8	18.9	105.7	39.1	15.7
2011	87.8	27.5	115.3	42.7	14.7
2012	89.6	19.9	109.5	40.6	10.7
2013	90.4	20.2	110.6	41.0	10.0

Source: Grenada National Estimates of Revenue and Expenditure (2009- 2013)

²⁷ While allocations to the Ministry of Education and Human Resource Development are part of the annual budgeting process, the source of some of these funds is external partners. For illustration purposes, this table shows allocations to the Ministry of Education and Human Resource Development as a proxy for public sector contributions to WfD. However, it is important to note that resources allocated to other ministries and agencies, as well as funds for donor-led initiatives are not captured in these figures.

²⁸ Canadian International Development Agency, International Development Projects- Grenada, <http://www.acdi-cida.gc.ca/cidaweb/cpo.nsf/fWebCSAZEn?ReadForm&idx=11&CC=GD>.

outside of this, no other recent review has been undertaken. The ability of the system to attract larger quanta of financial resources can also serve to finance more regular reviews and assessments of WfD interventions.

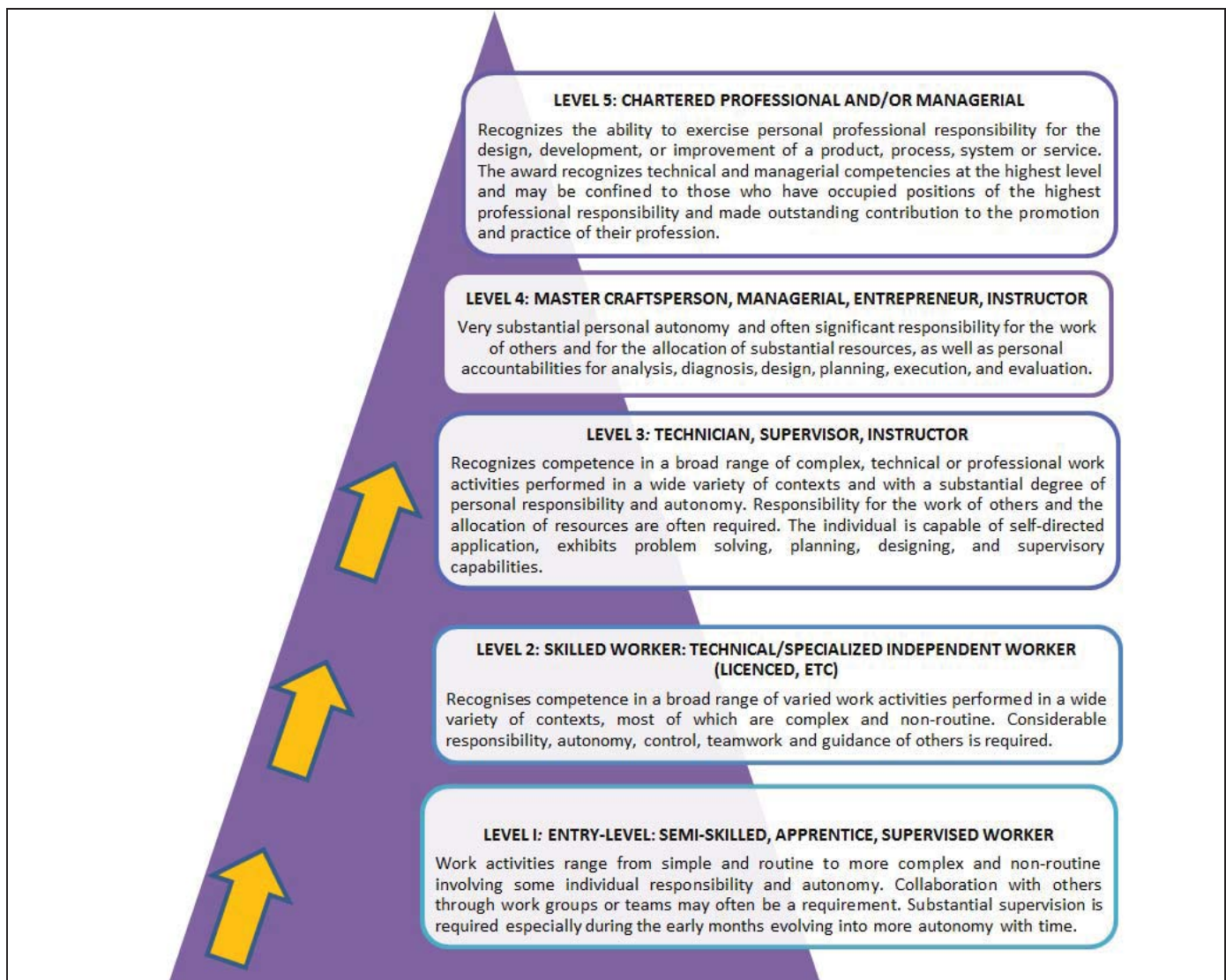
Policy 5: Assuring Relevant and Reliable Standards

The WfD system comprises a wide range of training providers, both state and otherwise, offering courses at various levels in diverse technical, vocational, and traditional fields. An effective system of standards and accreditation enables students to document their

learning and helps employers to identify workers with relevant skills set. Under Policy Goal 5 it is therefore important to assess the status of policies and institutions to: (i) set reliable competency standards; (ii) assure the credibility of skills testing and certification; and (iii) develop and enforce accreditation standards for maintaining the quality of training provision.

Grenada scored at the **Advanced** level for this Policy Goal, with a score of 3.3. This rating reflects the success attained due to the establishment of Grenada's NQF and its institutional infrastructure for curricula alignment, testing procedures, accreditation standards, and licensing. The sectoral coverage of standards under

Figure 12: Competency Standard Levels in the Qualifications Framework



Source: Grenada National Training Agency <http://www.grenadanta.gd/OccupationalStandards/OccupationalStandardsFramework.aspx> and <http://www.grenadanta.gd/LinkClick.aspx?fileticket=VNo9UZkRDk%3d&tabid=116&mid=464>.

the NQF is still limited in scope and does not incorporate some key occupational areas that are of economic interest.

Grenada established the GCTEVT in 2009. With key stakeholders from public and private sectors, along with NGO representatives, the GCTVET designed the WfD agenda of Grenada. It played a crucial role in the development of the NQF, which was developed with continuous input from WfD stakeholders through institutional arrangements and formal mechanisms, including figures such as the Lead Industry Groups. The Standards and Planning Department of NTA evaluates competency and facility standards and collaborates with industry lead bodies to validate and adopt them.

The framework develops nationally and regionally recognized standards and qualifications referred to as National Vocational Qualifications and Caribbean Vocational Qualifications. Certificates awarded on completion of assessments measured against national occupational standards are classified as National Vocational Qualifications (NVQ), while those awarded against regional occupational standards are Caribbean Vocational Qualifications (CVQs). The attainment of these qualifications improves employment prospects, earning capability, and mobility.

These qualifications promote quality assurance and are very well defined and structured. Over 53 standards have been developed and the occupational standards framework comprises five levels of competency standards, ranging from entry level/basic to complex (See Figure 12).²⁹

The NQF covers a wide range of occupational standards. Over 53 standards have been developed and approved by GCTVET (See Box 2). The gradual pace of standards development equipped the NTA and the GCTVET with adequate time to assure their relevance and to set mechanisms for regular reviews and revisions in the future.

To promote and maintain quality assurance throughout the WfD framework, the NTA has developed a quality assurance manual that is applied to all programs endorsed by the Agency. This ensures a standardized

²⁹ Grenada National Training Agency, Occupational Standards Framework, <http://www.grenadanta.gd/OccupationalStandards/OccupationalStandardsFramework.aspx>. Information from NTA shows that, by 2014, 103 occupational standards had been approved.

training and certification framework that is applied to the TVET system in Grenada. This framework promotes the concepts of competency-based training, assessments, and certifications that lead to national and regional qualifications.³⁰

In line with good practices, Grenada developed competency-based curricula in alignment with occupational standards. Protocols are applied to ensure and maintain the integrity of programs in which this competency-based approach is applied. The NTA has heightened awareness on competency-based education and training (CBET) through various public education initiatives, including the development and publishing of CBET material (accessible via their website) and the hosting of training workshops for WfD stakeholders, particularly instructors.³¹ The wide application of CBET facilitates the progression of learning to the next level once trainees have demonstrated a firm grasp of the relevant occupational competencies.³²

Certificates are awarded according to a set of procedures to assess theoretical and practical competencies against occupational standards. Individuals must provide evidence that they have the ability to perform activities to the standards required for employment. Since industry and employers are actively involved in the process to develop standards, individuals who demonstrate competence are well prepared for the local and regional workforce.³³

³⁰ Grenada National Training Agency, Quality Assurance Manual: Manual A policy and procedures manual for assuring the quality of qualifications provided by the Grenada National Training Agency, p. 7, <http://www.grenadanta.gd/LinkClick.aspx?fileticket=VNo9UZkRDKk%3d&tabid=116&mid=464>.

³¹ Grenada National Training Agency, CBET Training for Instructors- Part 2, <http://www.grenadanta.gd/Home/tabid/39/ArticleType/ArticleView/ArticleD/38/Default.aspx>.

³² Grenada National Training Agency, Competency Based Education & Training, <http://www.grenadanta.gd/LinkClick.aspx?fileticket=WYagbPvn3A4%3d&tabid=116&mid=464>.

³³ Grenada National Training Agency, Centre Approval Guidelines: Becoming an Approved Training Centre, p. 53, <http://www.grenadanta.gd/LinkClick.aspx?fileticket=ITtvqu7iHsY%3d&tabid=116&mid=464>.

Box 2: Some Occupational Standards Approved by GCTVET

Food & Beverage - Bar Service (Portering) Level 1
 Food & Beverage - Restaurant Service (Server) Level 1
 Housekeeping (Room Attendant) Level 1
 Commercial Food Preparation (Cookery) Level 1
 Industrial Security Operations Level 1
 General Office Administration (Office Clerk) Level 1
 Community Tourism Level 1
 Floral Arrangement Level 1
 General Cosmetology Level 1
 Plumbing Level 1 & 3
 Masonry Level 1
 General Construction Level 1 & 2
 Carpentry Level 1 & 2
 Electrical Installation Level 1, 2 & 3
 Data Operations Level 1 & 2
 Motor Vehicle Engine Systems Level 1 & 2
 Agro Food Processing Level 1
 Apiculture Level 2
 Fabric Design Level 1
 Garment Production Level 1
 Parenting Facilitation Level 3
 Furniture Making Level 1 & 2
 Furniture Finishing Level 1
 Photography Level 1
 Small Appliances Repairs Level 1
 Technical Assistance in TV and Video Production Level 1
 Cricket Pitch and Field Maintenance Level 1
 Youth Development Work Level 1&2
 Building & Construction - Site Supervision Level 3
 Graphic Arts Level 1
 Welding Level 1 & 2
 Motor Vehicle Body Repairs (Cars & Light Trucks) Level 1
 Metal Work Engineering Level 2
 Early Childhood Development Level 1

Source: Grenada National Training Agency, Occupational Standards Framework.

The quality of Grenada's network of public and private TVET providers is overseen by NTA, which together with GCTVET sets and reviews the standards for accreditation of programs and licensing of training providers. These standards are based on the Centre Approval Guidelines. All training providers, with the exceptions of recognized schools, must obtain a GCTVET license prior to the commencement of training provision; however, there are a few providers that go undetected.³⁴

The Centre Approval Process is quite robust and requires that all programs offered by training providers are accredited. There is broad enforcement of the requirements for obtaining center approval. Training providers must assume and understand their responsibilities as an approved center. They must follow protocols in relation to physical and human resource management, recruit staff with a certain level of qualification and experience, support learners and instructors, ensure occupational health and safety, and establish evaluation mechanisms and quality assurance procedures.³⁵ Once they have met the specified criteria, Training Centres are approved for three-year periods. Annual reviews can be conducted when warranted.³⁶ In cases of non-conformance, GCTVET provides technical support and conducts regular monitoring audits but, if the problem persists, it revokes the institution's approval status.³⁷

Policy Goal 6: Diversifying Pathways for Skills Acquisition

Dynamic economic environments require workers to not only acquire new skills and competencies but also keep their skills up-to-date throughout their working lives. They are best served by a system of initial and continuing education and training that promotes lifelong learning by offering clear and flexible pathways for transfers across courses, progression to higher levels of training, and access to programs in other fields. For those already in the workforce, schemes for recognition of prior learning are essential to allow individuals to efficiently upgrade their skills and learn new ones. Policy Goal 6 therefore evaluates the extent to which policies and institutions are in place to: (i) enable progression through multiple learning pathways, including for students in TVET streams; (ii) facilitate the recognition of prior learning; and (iii) provide targeted support services, particularly among the disadvantaged.

Grenada scores at the lower end of the **Established** level (2.7) for Policy Goal 6. Despite pathways being available for TVET students to progress to other types of programs, several parts of the system are still disconnected. The integration of vocational and academic pathways was facilitated by the recent

³⁵ Grenada National Training Agency, Centre Approval Guidelines: Becoming an Approved Training Centre, Op. Cit.

³⁶ Ibid. p. 2.

³⁷ Ibid. p. 11.

³⁴ SABER-WfD Validation Workshop, September 2013.

success of TAMCC in conferring dual qualification to some of its students. 2012/2013 was the first academic year that students were able to graduate with both associate degrees and certifications under the NQF.³⁸ The framework provides a seamless system of integrating vocational and traditional academic pathways and further enables portability of skills across CARICOM countries, as the NQF is recognized regionally.

The WfD system has made significant efforts to facilitate the recognition and certification of prior learning under the NQF. A set of rules governing the assessment of prior learning for skilled persons with years of experience has been established. Under this assessment scheme, recognition of skills and knowledge of individuals are assessed against approved occupational standards. Full and partial qualifications can be achieved and further training can also be obtained to acquire additional qualifications and recognition.

The government of Grenada finances training programs that target marginalized and disadvantaged groups. One such program is the New IMANI, a revision of the previous IMANI program that provides opportunities for development for young and vulnerable individuals between the ages of 17 and 30 who are unemployed. The government allocated EC\$15.9M to this program with the intention of providing training to approximately 2,000 young individuals—about EC\$7,950 per trainee.³⁹ Thus far, 1,125 individuals have started the self-development training component, and it is expected that another 1,000 will soon enroll.⁴⁰ If enrollment exceeds the estimates and, as the Government of Grenada remains committed to the implementation of this program and the development of its disadvantaged and vulnerable groups, greater resource mobilization efforts to satisfy the demand will likely be undertaken.

Implications of the Findings

Grenada has adopted and adapted international best practices for the oversight of its system. Key interventions to ensure relevant and reliable standards have been integrated into the local WfD system, including the introduction of competency standards, skills testing, the NQF, and the assessment of prior learning. Grenada has developed several occupational standards in a range of areas such as ICT, hospitality and tourism, construction, engineering, and health, wellness, and beauty.⁴¹ Other areas of cultural interest and economic potential should however also be included under the framework. Policy dialogue is therefore recommended to explore broadening the sectoral scope of the occupational standards to include occupations with potential in the local economy such as boat construction, costume fabrication, and steel pan tuning.⁴²

To promote and maintain the integrity of the system, quality assurance standards have been developed and are applied at every level. The system owes its success in part to the synergized approach in which standards have been developed and maintained and, in part, to the fact that industry, government, and non-government stakeholders have informed the processes. There are, however, some elements of inefficiency within the WfD system. Not all TVET programs are endorsed by NTA; some training providers operate independently and are therefore not subject to the requirements of approved training centers. This limits the system's ability to effectively supervise and control the quality of training provision, with potential negative impact on the system and its beneficiaries. Existing regulations should be amended so that all training providers, state and non-state, for-profit and non-profit, are required to register as such. The registry should be managed by a Registrar and subject to review based on the requirements of becoming an approved training center. The lack of a mandatory minimum standard opens the space for unregulated training programs and providers, making the oversight of Grenada's WfD system susceptible to poor quality and diminishing its credibility locally and regionally.

³⁸ Interview with Deputy Chairman and TAMCC Representative, GCTVET.

³⁹ Government of Grenada, 2013 Budget Statement presented by Dr. Hon Rt. Keith C. Mitchell, Prime Minister and Minister of Finance and Energy, p. 36, http://www.gov.gd/egov/docs/budget_speech/Budget_Speech_2013.pdf.

⁴⁰ Government Information System, Another 1000 Youth to Access Training through the new IMANI, <http://www.grenadaembassyusa.org/wp-content/uploads/2013/08/News-Release-Another-1000-Youth-to-Access-Training-Through-the-New-IMANI.pdf>.

⁴¹ There are, however, other sectors for which standards have been developed.

⁴² SABER-WfD Validation Workshop, September 2013.

Financing has also been flagged as a key concern; Grenada has traditionally been heavily dependent on external donors for the development of the country's human capital. To create a labor force comparable to those found in developed nations, Grenada must infuse good financial planning and management into the WfD framework.

Box 3: Learning from Global Practices

In more advanced systems, the government funds initial vocational and education training (IVET), continuing vocational and education training (CVET), and active labor market programs (ALMPs). Funding for IVET is routine and based on multiple criteria, including evidence of program effectiveness. Recurrent funding for CVET relies on formal processes with input from key stakeholders and annual reporting. Funding for ALMPs is determined through a systematic process with input from key stakeholders. ALMPs target diverse population groups through various channels and are reviewed for impact. The government takes action to facilitate formal partnerships between training providers and employers at multiple levels (institutional and systemic). It also reviews training to assess the impact of funding on both training-related indicators and labor market outcomes. Such reviews stimulate dialogue among WfD stakeholders and result in the implementation of at least some recommendations.

The local framework for WfD lacks a comprehensive investment strategy that links the various Dimensions of the system. Emphasis has been placed on facilitating access to training, and only recently on setting up systems for quality assurance (under the NTA) or establishing sustainable funding mechanisms. This has created inefficiencies in the system. It is fundamental to incorporate an investment strategy to support WfD priorities.

Providing career development services for the beneficiaries of training increases the employability of graduates. Career development in Grenada is indirectly supported through international agreements that provide scholarships; however, a broader coverage of educational programs in new and emerging areas is needed. Members of both the public service and the private sector are afforded the opportunity to advance their career development through these programs. Some programs have age limitations which restrict the advancement of individuals, particularly those normally excluded from the education and training system. Setting a higher age threshold would result in a greater number of persons capitalizing on these opportunities.

6. Managing Service Delivery

Training providers, both non-state and government, are the primary channels through which a country's workforce development (WfD) policies are translated into tangible results on the ground. This chapter highlights the SABER-WfD results for Dimension 3, Service Delivery. It comprises three sections: (a) an overview of the delivery of training services; (b) the SABER WfD ratings for Policy Goals 7, 8 and 9, including a description and explanation of the scores for each; and (c) the implications of the findings, which identify areas for improvement in light of the SABER-WfD ratings.

Overview of the Delivery of Training Services

Education in Grenada is compulsory between the ages of 5 and 14. Students are expected to have seven years of primary education, after which they must take a Caribbean Primary Exit Assessment (CPEA) to continue to lower secondary. After completing grade 9, students who do not plan to continue further studies in the general track can take a school leaving certificate examination. Higher secondary education lasts two years, after which students can take the Caribbean General Certificate of Education (GCE), or the Cambridge GCE (See Table 2).

Grenada has two layers of technical and vocational education and training (TVET): educational institutions that administer TVET programs as part of their instruction at the secondary level, and programs overseen by the Grenada National Training Agency (NTA). In 2013, the country's education system comprised a total of 23 secondary schools, the majority of which are stationed on mainland Grenada, with two situated on the sister-isle of Carriacou. Most secondary education institutions in Grenada are government-managed; two are private. None of these institutions can be classified as full-fledged technical schools, but most provide TVET programs within their curriculum.

The most recent data available on enrollment covers the academic year of 2009/10. During this period, a total of 10,171 students were enrolled in the then 19 secondary schools on the island. With a total of 664 teachers in these schools, the student-teacher ratio was

at 15:1 for that school year. Enrollment has steadily increased since then and far exceeded official estimates for 2013/14, resulting in the recent establishment of an additional secondary school to address capacity constraints.

The average age range of students within secondary-level institutions in Grenada is 11-18 and the system provides for a stay of at least five years to ensure the completion of this level of education and the attainment of a high school diploma.

Table 2: Structure of the Education System in Grenada

School Level	Exam / Certificate awarded	Grades		
		From	To	Years
Primary	Caribbean Primary Exit Assessment (CPEA)	1	7	7
Lower secondary	School Leaving Certificate Examination (optional)	8	10	3
Upper secondary (general or technical)	Caribbean Secondary Education Certificate Examinations	11	12	2
Post-secondary	Caribbean Advanced Placement Examination (CAPE)			2
Tertiary	Degree			

Source: UNESCO

While there are no TVET-specific public secondary schools, Grenada offers training programs through the New Life Organization (NEWLO), the Program for Adolescent Mothers (PAM), and T.A. Marrayshow Community College (TAMCC). NEWLO provides life and vocational skills training programs for disadvantaged youth between the ages of 17 and 24, while PAM caters to teenage mothers. TAMCC offers technical and vocational programs to different population groups but being a community college and not a polytechnic, it also offers a wider cadre of educational programs. Besides these public post-secondary institutions, there are a greater number of private post-secondary training providers, the majority of which are registered with NTA. There are, however, other private service providers that are neither registered with the NTA, nor regulated under the WfD system.

At the tertiary level, Grenadians can pursue studies at two universities: St. George's University, which is the only institution with a campus on the island, and the University of the West Indies, which provides educational services through the open campus route. The Grenada University of Science and Technology is registered as a university but does not have a real presence on the island.

Recently, an information and communications technologies (ICT) center for excellence was established to provide ICT skills training to Grenadians. To encourage enrollment, the government and its international partners provided subsidized funding to ease the tuition cost burden. Despite the good intention behind this initiative, various challenges were encountered and the center is no longer fully functional. It is still to be determined whether this is permanent or a temporary setback.

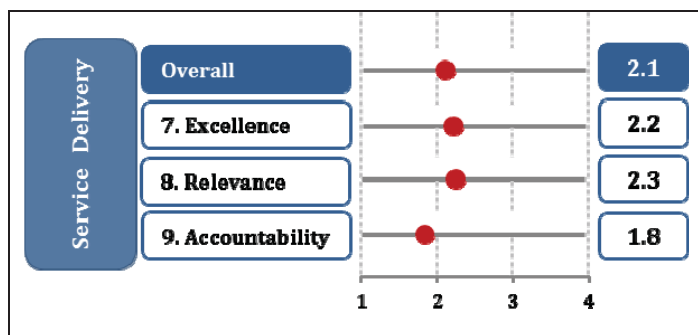
SABER-WfD Ratings on Service Delivery

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

Grenada's score of 2.1 reflects that the system is at an **Emerging** level of development on this Dimension (See Figure 13). Diversity in the provision of training occurs where both state and non-state providers operate. As can be expected, private training providers exercise greater autonomy as compared to state providers. However, private providers receive little by way of government incentives, have lower levels of accountability, and are not as frequently monitored or regulated as their public provider counterparts.

The NTA uses both informal and formal mechanisms to gather inputs from employers for both curricula and facility standards. Additional efforts to ensure quality and relevance of programs include the definition of clear criteria such as minimum academic qualifications and industry or teaching experience to recruit instructors and heads of institutions. Educators are provided professional development opportunities through scholarship programs secured by the government of Grenada in partnership with countries such as Morocco, Cuba, China, India, Australia, and New Zealand.

Figure 13: Overview of Dimension 3



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

Policy Goal 7: Incentivizing Diversity and Excellence in Training Provision

Because the demand for skills is impossible to predict with precision, having a diversity of providers is a feature of strong WfD systems. Among non-state providers the challenge is to temper the profit motive or other program agendas with appropriate regulation to assure quality and relevance. Among state providers a key concern is their responsiveness to the demand for skills from employers and students. Striking the right balance between institutional autonomy and accountability is one approach to address this concern. Policy Goal 7 takes these ideas into account and benchmarks the system according to the extent to which policies and institutional arrangements are in place to: (i) encourage and regulate non-state provision of training and (ii) foster excellence in public training provision by combining incentives and autonomy in the management of public institutions. With a score of 2.2, Grenada rates at an **Emerging** level for Policy Goal 7.

Scope and Formalization of Non-State Training Providers

The workforce development system in Grenada includes public and non-state, domestic and foreign, for-profit and nonprofit training providers. Non-state domestic organizations with profit pursuits have been recognized as approved training providers under the national TVET framework and NTA. These institutions are in possession of the requisite requirements under the Approved Center Process guidelines developed and

administered by the NTA.⁴³ Approved profit-seeking organizations include the Security Training Institute, and Grey's Typing School & Kool System, among others. A list of pre-qualified training providers can be found in the annual reports compiled by the NTA.⁴⁴

Apart from the domestic non-state providers that comprise Grenada's WfD regime, also featured within this framework is an offshore education institution: St. George's University (SGU). While mainly focused on the provision of medical training, SGU supports the TVET framework through the provision of programs for convalescent care training. Another tertiary-level training provider (considered as such given its target population) is NEWLO. Founded in 1984, it is one of the leading domestic non-profit skills training institutions. NEWLO is committed to the provision of life and vocational skills training for disadvantaged youth, particularly between the ages of 17-24 and receives financial assistance from the government and USAID.

Over 75 percent of the non-state providers are registered and licensed under the Grenada Council of Technical and Vocational Education and Training (GCTVET) regime; however, there are others that are undocumented and unregulated. This small percentage of informal training providers adversely impacts the integrity of the WfD system.

Recognizing the integral role that domestic non-state providers play in the development of Grenada's workforce, the government has attempted to review policies affecting non-state training provision. Such reviews are generally constrained by financial and human capacity resources. However, the government provides non-financial incentives to encourage private training provision, such as access to support services, instructor training seminars, and informational and developmental conferences. Representatives from these institutions are also encouraged to participate as members in national bodies such as GCTVET. Although recognized as a critical tool to encourage non-state provision, financial incentives have not yet been put in place. There has been dialogue on this matter among key government stakeholders and training providers,

but no policy document has been developed and a fiscal incentive program remains at a stage of intent. It is expected that further work will be undertaken to ensure that the incentive program moves from the point of dialogue to that of implementation. The requisite legislative framework will need to be approved to support any policy decision in this regard, but the constrained capacity of the Chamber of the Attorney General in terms of staff and workload can delay this process. In addition, the change of government after the 2013 elections has slowed the momentum on the interventions commenced by the previous government.

NTA has been assigned responsibility for quality assurance, recognized as a significant element of the WfD system. Quality assurance measures for non-state providers include requirements for regular reporting, specifically either after the completion of a cycle of training programs or annually. NTA also audits institutions to ensure that facilities meet adequate standards. These facility audits can be done twice a year and conform to the Center Approval Process guidelines. In cases of non-compliance with certain stipulations, NTA provides guidance to help the training provider comply with the standards. Those training providers not subject to NTA's quality assurance measures (e.g., Junior Achievement) can provide certificates of participation upon completion of training courses, but they are not recognized under the National Vocational Qualifications (NVQ) and Caribbean Vocational Qualifications (CVQ) frameworks.

In seeking to further promote and maintain a high quality standard within the WfD framework, the introduction and closure of public training programs, including those administered by secondary level institutions, are governed by systematic procedures. Despite the presence of these arrangements, there is no evidence of recently introduced or closed programs that have followed or been a result of these procedures.

Autonomy & Accountability of Public Training Institutions

At the secondary level, training providers possess limited authority to purchase materials and other inputs, or recruit and dismiss staff. The Material Production Unit within the Ministry of Education and Human Resources works with the Curriculum Development Officers to produce relevant teaching-learning materials. Input from secondary-level

⁴³ Grenada National Training Agency, Centre Approval Guidelines, <http://www.grenadanta.gd/LinkClick.aspx?fileticket=ITvqu7iHsY%3d&tabid=116&mid=464>.

⁴⁴ Grenada National Training Agency, Annual Report 2011, <http://www.grenadanta.gd/LinkClick.aspx?fileticket=qdu6HQZ-Wo0%3d&tabid=116&mid=464>.

education institutions is sought, but limited discretionary authority is assigned at the school level. Staff recruitment and dismissal are also managed centrally through the Public Service Commission, as stipulated by the Public Service Commission regulations, SRO 27 of 1969. The management board of a secondary level institution cannot hire staff, but can make recommendations to the Ministry of Education. Similarly, they can request a transfer or recommend termination in situations when severe professional misconduct is observed, but the ultimate decision lies with the Ministry of Education.

Providers at the tertiary level exhibit a greater level of independence in their operations. TAMCC exercises autonomy in the selection and admission of students, as well as the recruitment and dismissal of staff and faculty. It undertakes these functions with the guidance of a College Council, whose roles and responsibilities are legislatively prescribed in the TAMCC Act Cap 315B. The act provides for the establishment of committees under the Council which possess responsibility for key areas of the college's operation: finance, academics, and educational programs.

Accountability of training institutions is managed by NTA, which demands regular reporting and conducts audits. These quality assurance mechanisms are applied to accredited non-state service providers and those seeking accreditation. Suspension and, in severe cases, revocation of licenses are the penalties attached to non-compliance to the current policies and procedures. High-level performers are not rewarded financially, but some recognition is occasionally given at graduation ceremonies and in the media.

Policy Goal 8: Fostering Relevance in Public Training Programs

Public training institutions need reliable information on current and emerging skills demands in order to keep their program offerings relevant to market conditions. It is therefore desirable for public training institutions to establish and maintain relationships with employers, industry associations, and research institutions. Such partners are a source of both information about skills competencies and expertise, and advice on curriculum design and technical specifications for training facilities and equipment. They can also help create opportunities for workplace training for students and continuing

professional development for instructors and administrators. Policy Goal 8 considers the extent to which arrangements are in place for public training providers to: (i) benefit from industry and expert input in the design of programs and (ii) recruit administrators and instructors with relevant qualifications and support their professional development. With a score of 2.3, Grenada rates at an **Emerging** level for Policy Goal 8.

Links between Training Institutions and Industry

The WfD system of Grenada has helped establish linkages between training institutions and industries, though links are generally stronger in some sectors and levels.

The Ministry of Education and NTA have worked on developing a relationship with employers. The Ministry occasionally consults industry representatives regarding the revision of curricula to suit new and emerging trends. This is spearheaded by the Senior Education Officer with responsibility for Curriculum Development and is undertaken in a formalized manner. The level of collaboration varies across industries, with strong partnerships in the sectors of tourism and hospitality, construction, and agriculture.

Partnerships between secondary schools and firms are weak to non-existent. The few instances of collaboration are predominantly informal. At the tertiary level, such partnerships are more developed. TAMCC has established formal partnerships with the National Water and Sewerage Authority, Grenada's main public utilities company, and the Electricity Services Company (GRENLEC) to provide on-the-job training to their employees. TAMCC has also partnered with the Ministry of Social Development in training day

Box 4: Employer Engagement in Training Provision

The Grenada Chamber of Industry and Commerce, a leading private sector organization, is the primary entity with responsibility for the Junior Achievement Program. This is an international initiative that has been endorsed by Corporate Grenada and adapted to best suit Grenada. Under this program, students at the secondary level are provided the inimitable opportunity to develop practical skills in a wide range of areas from industry practitioners. This program is undertaken as an extracurricular activity and is not directly linked to the curriculum of secondary-level educational institutions.

care workers and the Ministry of Health in training individuals involved in child care and geriatric care.⁴⁵

Another instance of employer engagement in training at the post-secondary level relates to the Lead Expert Groups. Through these groups, industry experts provide input into the development of occupational standards which, after being endorsed by industry representatives and validated by GCTVET, are the basis upon which training programs are designed.

Recruitment and In-Service Training of Staff in Public Training Institutions

Staff recruitment of public training providers is undertaken through the Public Service Commission (PSC). Section 14 of PSC regulations outlines the provisions governing recruitment of public officers and Section 46 the conditions governing the termination of appointments. Administrative practices further establish a system for recruiting all levels of school staff and instructors under PSC. These procedures, however, do not guarantee the matching of satisfactory competencies and minimum qualifications with the needs of institutions and students.

While minimum qualification standards and experience are not legislatively enshrined, the government of Grenada recently implemented a policy in which instructors and school directors are recruited on the basis of minimum qualifications, including a bachelor's degree or an equivalent qualification for those technical and vocational areas for which undergraduate degrees are non-existent.

It is the desire of the government that instructors at the secondary level possess a degree from a recognized institution (college or university) or an equivalent qualification based on the area of the curriculum being covered. The Ministry of Education reports that over 10 percent of educators have enrolled in undergraduate degree programs to improve their qualifications; some have completed their studies, but most are expected to do so as part-time students within the next two to three years.

Directors and instructors of public training institutions are provided with opportunities for professional development training thus enabling them to remain current with new developments and requirements of their respective areas. Grenada has partnered with New

Zealand and Australia to provide scholarships for professional development programs. However, some of the programs offered have come under scrutiny for issues relating to international recognition and accreditation.

At the post-secondary level, heads of public training institutions are recruited on the basis of minimum academic qualifications, and industry or teaching experience. Heads of departments and instructors at the post-secondary level are also provided professional development opportunities. Section 147 of the Education Act outlines the conditions under which teachers can apply and qualify for study leave. As the Act does not outline financial allocations for such activities, instructors often depend on self-financing or the availability of bursaries and scholarships.

The Education Act No. 21 of 2002, amended by Act No. 11 of 2003, puts forward new provisions for the delivery of education services in Grenada by both the public and the private sectors. Section 95 (1) of this act clearly states that teachers within private educational institutions must meet the same minimum requirements as instructors within public education institutions. As a critical organ that promotes and maintains industry relevance, and in line with the Education Act, NTA applies the minimum recruitment requirements to staffing in private training institutions under its supervision. It is however noted that recruitment regulation of private foreign training providers is difficult. Although it can be assumed that minimum standards are in fact applied in these training institutions in an attempt to remain competitive, there is no evidence to support such an assumption.

Policy Goal 9: Enhancing Evidence-Based Accountability for Results

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

⁴⁵ Deputy Chairman and TAMCC Representative, GCTVET.

system as a whole. Policy Goal 9 considers these ideas when assessing the system's arrangements for collecting and using data to focus attention on training outcomes, efficiency, and innovation in service delivery. Grenada rates at an **Emerging** level, recording a score of 1.8 for Policy Goal 9.

All training providers under the NTA are required to collect and report minimum basic administrative data, which are utilized to assess institutional performance and analyze system-level trends. The Ministry of Education also collects data and produces annual system-wide reports. The management of data and the production of annual reports are limited, with NTA and the Statistical Department at the Ministry of Education having principal responsibility for this function. The latter covers the wider scope of the WfD system.

The last year for which system-wide WfD data are available is 2010. Information collected is made public through an Annual Statistical Digest, which is produced by the Ministry of Education and features data on administration, enrollment and graduation rates, test scores, and teacher-student ratios.

Post-secondary training institutions provide similar data. Administrative information was required for the first time in 2000, and data on graduation rates, job placement, and client feedback in 2010. Non-state post-secondary institutions are also required to report data and most do, if required, during visits by the Ministry of Education.

At the tertiary level, few providers submit data. This can be attributed to the fact that most tertiary level training providers are not under the Ministry of Education and are not formally within the WfD framework, meaning that they are not recognized as approved training providers by the NTA. This is a deficiency of the system. There is also no centralized database where data are stored and maintained.

Data are also obtained from ad-hoc skills related surveys and assessments undertaken for specific programs and purposes. The most recent system-wide assessment was undertaken in 2007 and indicated actions that should be taken to increase the effectiveness of Grenada's WfD system. The Review of Skills Training Programs in Grenada assessed training programs and providers (public and private) nationwide, and reviewed the curricula to ensure a

similar level of competencies throughout the country. In 2009, there was a revision of curricula for technical training in the agricultural sector.

Implications of the Findings

From the disaggregation of scores under Dimension 3, it is clear that Grenada's performance must be enhanced to strengthen the delivery of training.

Accountability of providers: The performance of public training institutions is in part hindered by a lack of financial incentives to achieve concrete results. Performance targets for public training providers are currently underutilized in Grenada, where only the feedback of trainees is utilized as a means of improving the delivery of training programs. The creation of a more competitive environment through which clear performance targets are developed and shared with training providers would have a positive impact on the delivery of training.

The diversity of non-state training providers creates competition and market accountability, which are pivotal in improving the quality of training. However, as not all non-state public providers are under the purview of NTA, some providers are not regulated and the quality of their services is not assessed. Actions to ensure that these providers meet relevance and quality standards are necessary. They can include, for example, the authorization to issue certificates and diplomas recognized by the government to those providers that choose to comply with NTA standards and procedures.

The absence of financial incentives can dissuade potential new entrants to the training market. The development of a set of financial incentives, under a legislative framework, would eliminate some entry barriers. Incentives can include eligibility to enroll students receiving financial aid from the government, eligibility to compete for government-funded training contracts, training grants, and tax exemptions.

Autonomy: Increased accountability of public training providers, particularly at the secondary level, can be accompanied by greater levels of autonomy. This could be achieved by establishing school management boards and amending legislation to include greater financial controls for training providers. Examples of good practice in the establishment of empowered boards

include community colleges in the United States, or even that of TAMCC to some extent.

TAMCC has legislatively established an Academic Board and an Education Programs Board. These are each empowered to undertake various functions and possess separate but complementary responsibilities. The Academic Board is responsible for the monitoring and maintaining of academic and teaching standards; the review and development of curriculum content and teaching methods; the design and development of course program requirements; the moderation, accreditation, and certification of academic achievement subject to any requirements of the Council and the Education Programs Board; and staff development, training, and research.⁴⁶ The Education Programs Board, on the other hand, is responsible for the preparation of education development plans, the approval of course programs, and the consideration of proposals for new courses by the Academic Board. In addition, this Board prepares rules for the admission of students in consultation with the Academic Board, monitors the attendance of students, makes recommendations to the Council for the accreditation of courses by external bodies, and approves arrangements for internal accreditation in consultation with the Academic Board.⁴⁷ Clarity in defining the roles of these Boards and the manner in which they support the achievement of the TAMCC's overall strategic goals enhances the institution's ability to ensure high quality of training and education.

Box 5: Learning from Global Practices

In more advanced WfD systems, training institutions have the autonomy to select, hire, and train their staff. Instructors are recruited on the basis of minimum academic qualifications, in addition to industry and teaching experience, and have opportunities for regular in-service training, including periodic industry attachments.

Employer engagement: The establishment of the GCTVET and its Lead Expert Groups serves to propel a demand-driven approach to WfD and is instrumental in ensuring that high quality standards are observed in training provision. However, further engagement with

employers can be pursued in order to enhance the relevance of skills training.

Monitoring and evaluation system: Effective monitoring and evaluation systems require appropriate tools for measuring quality and performance, and robust management information systems. In Grenada, data are often limited in quality, scope, timeliness, and accessibility. The nation is currently constrained by financial, technical, and infrastructural factors. A culture in which information is widely shared will serve to improve the WfD system, since enhanced data reporting requirements can inform the design and delivery of programs to better equip trainees with the skills desired by employers. The creation of a virtual platform through which this can be facilitated was widely endorsed by WfD stakeholders consulted for this assessment.

Results-based monitoring (RBM) and evaluation is an element imperative to the enhancement of the efficacy training provision. RBM is widely endorsed by the International Labor Organization as a means to support youth employment initiatives and improve the effectiveness of their programs. This initiative has been undertaken through the Taaqem Fund ('taaqem' means 'evaluation') and is being utilized to build capacity in the Middle East and North Africa to measure and monitor the impact of national programs.⁴⁸

Box 6: Learning from Global Practices:

In more advanced WfD systems, training providers collect and report administrative and other data (e.g., job placement statistics), most public providers issue publicly available annual reports, and the government routinely sponsors or conducts skills-related surveys and impact evaluations; the government consolidates data in a system-wide, up-to-date database and uses administrative data, information from surveys, and impact evaluations to monitor and improve system performance; the government publishes information on graduate labor market outcomes for most training programs online.

Additionally, the establishment of a Human Resources database, as a joint initiative by NTA, the Ministry of Education, and the Ministry of Labor will allow for a better-informed decision making process. Having

⁴⁶ Section 12 (3) of the T.A. Marryshow Community College Act.

⁴⁷ Section 13 (2) of the T.A. Marryshow Community College Act.

⁴⁸ International Labor Organization, The Taaqem Fund: Results-based monitoring and evaluation for youth employment in the MENA region: Public-Private Partnership, http://www.ilo.org/pardev/public-private-partnerships/WCMS_193812/lang-en/index.htm.

accurate information on skills demand and supply will further enable individuals, training providers, industry, and potential employers to make better decisions in different areas, ranging from the selection of training programs by individuals and training providers, to the selection of partner schools by industries and firms. Steps have already commenced to establish such a database. It is hoped that the Ministry of Labor, in conjunction with other partners, will have an efficiently functioning database within the next three years.

Annex 1: Acronyms

WfD	Workforce Development
DCI	Data Collection Instrument
SIDS	Small Island Developing State
GDP	Gross Domestic Product
TVET	Technical and Vocational Education and Training
NTA	National Training Agency
GCTVET	Grenada Council of Technical and Vocational Education and Training
NVQ	National Vocational Qualification
SABER	System Approach for Better Education Results
CVQ	Caribbean Vocational Qualification
NGO	Non-Governmental Organization
IVET	Initial Vocational and Education and Training
ICT	Information, Communication & Technologies
OECS	Organization of Eastern Caribbean States
NQF	National Qualification Framework
NEWLO	The New Life Organization
SRO	Statutory Regulatory Order
MoE	Ministry of Education
TAMCC	T.A. Marryshow Community College

Annex 2: The SABER-WfD Analytical Framework

		Policy Goal	Policy Action	Topic in DCI 2.5 FINAL		
Dimension 1	Strategic Framework	G1	Setting a Strategic Direction	Provide sustained advocacy for WfD at the top leadership level	G1_T1	Advocacy for WfD to Support Economic Development
					G1_T2	Strategic Focus and Decisions by the WfD Champions
		G2	Fostering a Demand-Led Approach	Establish clarity on the demand for skills and areas of critical constraint	G2_T1	Overall Assessment of Economic Prospects and Skills Implications
					G2_T2	Critical Skills Constraints in Priority Economic Sectors
					G2_T3	Role of Employers and Industry
					G2_T4	Skills-Upgrading Incentives for Employers
					G2_T5	Monitoring of the Incentive Programs
		G3	Strengthening Critical Coordination	Formalize key WfD roles for coordinated action on strategic priorities	G3_T1	Roles of Government Ministries and Agencies
					G3_T2	Roles of Non-Government WfD Stakeholders
G3_T3	Coordination for the Implementation of Strategic WfD Measures					
Dimension 2	System Oversight	G4	Ensuring Efficiency and Equity in Funding	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training	G4_T1	Overview of Funding for WfD
					G4_T2	Recurrent Funding for Initial Vocational Education and Training (IVET)
					G4_T3	Recurrent Funding for Continuing Vocational Education and Training Programs (CVET)
					G4_T4	Recurrent Funding for Training-related Active Labor Market Programs (ALMPs)
					G4_T5	Equity in Funding for Training Programs
					G4_T6	Partnerships between Training Providers and Employers
		G5	Assuring Relevant and Reliable Standards	Broaden the scope of competency standards as a basis for developing qualifications frameworks	G5_T1	Competency Standards and National Qualifications Frameworks
					G5_T2	Competency Standards for Major Occupations
					G5_T3	Occupational Skills Testing
					G5_T4	Skills Testing and Certification
					G5_T5	Skills Testing for Major Occupations
					G5_T6	Government Oversight of Accreditation
					G5_T7	Establishment of Accreditation Standards
					G5_T8	Accreditation Requirements and Enforcement of Accreditation Standards
					G5_T9	Incentives and Support for Accreditation
		G6	Diversifying Pathways for Skills Acquisition	Promote educational progression and permeability through multiple pathways, including for TVET students	G6_T1	Learning Pathways
					G6_T2	Public Perception of Pathways for TVET
					G6_T3	Articulation of Skills Certification
					G6_T4	Recognition of Prior Learning
					G6_T5	Support for Further Occupational and Career Development
					G6_T6	Training-related Provision of Services for the Disadvantaged
G6	Diversifying Pathways for Skills Acquisition	Facilitate life-long learning through articulation of skills certification and recognition of prior learning	G6_T1	Support for Further Occupational and Career Development		
			G6_T2	Training-related Provision of Services for the Disadvantaged		
			G6_T3	Support for Further Occupational and Career Development		
			G6_T4	Training-related Provision of Services for the Disadvantaged		
			G6_T5	Support for Further Occupational and Career Development		
			G6_T6	Training-related Provision of Services for the Disadvantaged		
Dimension 3	Service Delivery	G7	Enabling Diversity and Excellence in Training Provision	Encourage and regulate non-state provision of training	G7_T1	Scope and Formality of Non-State Training Provision
					G7_T2	Incentives for Non-State Providers
					G7_T3	Quality Assurance of Non-State Training Provision
					G7_T4	Review of Policies towards Non-State Training Provision
					G7_T5	Targets and Incentives for Public Training Institutions
					G7_T6	Autonomy and Accountability of Public Training Institutions
					G7_T7	Introduction and Closure of Public Training Programs
		G8	Fostering Relevance in Public Training Programs	Integrate industry and expert input into the design and delivery of public training programs	G8_T1	Links between Training Institutions and Industry
					G8_T2	Industry Role in the Design of Program Curricula
					G8_T3	Industry Role in the Specification of Facility Standards
					G8_T4	Links between Training and Research Institutions
					G8_T5	Recruitment and In-Service Training of Heads of Public Training Institutions
					G8_T6	Recruitment and In-Service Training of Instructors of Public Training Institutions
		G9	Enhancing Evidence-based Accountability for Results	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency and innovation	G9_T1	Administrative Data from Training Providers
					G9_T2	Survey and Other Data
G9_T3	Use of Data to Monitor and Improve Program and System Performance					

Annex 3: Rubrics for Scoring the SABER-WfD Data

Functional Dimension 1: Strategic Framework				
Level of Development				
Policy Goal	Latent	Emerging	Established	Advanced
G1: Setting a Strategic Direction for WfD	Visible champions for WfD are either absent or take no specific action to advance strategic WfD priorities.	Some visible champions provide <i>ad-hoc</i> advocacy for WfD and have acted on few interventions to advance strategic WfD priorities; no arrangements exist to monitor and review implementation progress.	Government leaders exercise sustained advocacy for WfD with occasional, ad-hoc participation from non-government leaders ; their advocacy focuses on selected industries or economic sectors and manifests itself through a range of specific interventions; implementation progress is monitored, albeit through <i>ad-hoc</i> reviews.	Both government and non-government leaders exercise sustained advocacy for WfD, and rely on routine, institutionalized processes to collaborate on well-integrated interventions to advance a strategic, economy-wide WfD policy agenda; implementation progress is monitored and reviewed through routine, institutionalized processes.

Functional Dimension 1: Strategic Framework				
Level of Development				
Policy Goal	Latent	Emerging	Established	Advanced
G2: Fostering a Demand-Led Approach to WfD	<p>There is no assessment of the country's economic prospects and their implications for skills; industry and employers have a limited or no role in defining strategic WfD priorities and receive limited support from the government for skills upgrading.</p>	<p>Some ad-hoc assessments exist on the country's economic prospects and their implications for skills; some measures are taken to address critical skills constraints (e.g., incentives for skills upgrading by employers); the government makes limited efforts to engage employers as strategic partners in WfD.</p>	<p>Routine assessments based on multiple data sources exist on the country's economic prospects and their implications for skills; a wide range of measures with broad coverage are taken to address critical skills constraints; the government recognizes employers as strategic partners in WfD, formalizes their role, and provides support for skills upgrading through incentive schemes that are reviewed and adjusted.</p>	<p>A rich array of routine and robust assessments by multiple stakeholders exists on the country's economic prospects and their implications for skills; the information provides a basis for a wide range of measures with broad coverage that address critical skills constraints; the government recognizes employers as strategic partners in WfD, formalizes their role, and provides support for skills upgrading through incentives, including some form of a levy-grant scheme, that are systematically reviewed for impact and adjusted accordingly.</p>

Functional Dimension 1: Strategic Framework				
Level of Development				
Policy Goal	Latent	Emerging	Established	Advanced
G3: Strengthening Critical Coordination for Implementation	<p>Industry/employers have a limited or no role in defining strategic WfD priorities; the government either provides no incentives to encourage skills upgrading by employers or conducts no reviews of such incentive programs.</p>	<p>Industry/employers help define WfD priorities on an <i>ad-hoc</i> basis and make limited contributions to address skills implications of major policy/investment decisions; the government provides some incentives for skills upgrading for formal and informal sector employers; if a levy-grant scheme exists, its coverage is limited; incentive programs are not systematically reviewed for impact.</p>	<p>Industry/employers help define WfD priorities on a routine basis and make some contributions in selected areas to address the skills implications of major policy/investment decisions; the government provides a range of incentives for skills upgrading for all employers; a levy-grant scheme with broad coverage of formal sector employers exists; incentive programs are systematically reviewed and adjusted; an annual report on the levy-grant scheme is published with a time lag.</p>	<p>Industry/employers help define WfD priorities on a routine basis and make significant contributions in multiple areas to address the skills implications of major policy/investment decisions; the government provides a range of incentives for skills upgrading for all employers; a levy-grant scheme with comprehensive coverage of formal sector employers exists; incentive programs to encourage skills upgrading are systematically reviewed for impact on skills and productivity and are adjusted accordingly; an annual report on the levy-grant scheme is published in a timely fashion.</p>

Functional Dimension 2: System Oversight				
Level of Development				
Policy Goal	Latent	Emerging	Established	Advanced
G4: Ensuring Efficiency and Equity in Funding	<p>The government funds IVET, CVET and ALMPs (but not on-the-job training in small and medium enterprises) based on <i>ad-hoc</i> budgeting processes, but takes no action to facilitate formal partnerships between training providers and employers; the impact of funding on the beneficiaries of training programs has not been recently reviewed.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET and CVET follows routine budgeting processes involving only government officials with allocations determined largely by the previous year's budget; funding for ALMPs is decided by government officials on an <i>ad-hoc</i> basis and targets select population groups through various channels; the government takes some action to facilitate formal partnerships between individual training providers and employers; recent reviews considered the impact of funding on only training-related indicators (e.g. enrollment, completion), which stimulated dialogue among some WfD stakeholders.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET is routine and based on multiple criteria, including evidence of program effectiveness; recurrent funding for CVET relies on formal processes with input from key stakeholders and annual reporting with a lag; funding for ALMPs is determined through a systematic process with input from key stakeholders; ALMPs target diverse population groups through various channels and are reviewed for impact but follow-up is limited; the government takes action to facilitate formal partnerships between training providers and employers at multiple levels (institutional and systemic); recent reviews considered the impact of funding on both training-related indicators and labor market outcomes; the reviews stimulated dialogue among WfD stakeholders and some recommendations were implemented.</p>	<p>The government funds IVET, CVET (including OJT in SMEs) and ALMPs; funding for IVET is routine and based on comprehensive criteria, including evidence of program effectiveness, that are regularly reviewed and adjusted; recurrent funding for CVET relies on formal processes with input from key stakeholders and timely annual reporting; funding for ALMPs is determined through a systematic process with input from key stakeholders; ALMPs target diverse population groups through various channels and are reviewed for impact and adjusted accordingly; the government takes action to facilitate formal partnerships between training providers and employers at all levels (institutional and systemic); recent reviews considered the impact of funding on a full range of training-related indicators and labor market outcomes; the reviews stimulated broad-based dialogue among WfD stakeholders and key recommendations were implemented.</p>

Functional Dimension 2: System Oversight

Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
<p>G5: Assuring Relevant and Reliable Standards</p> <p>Policy dialogue on competency standards and/or the NQF occurs on an <i>ad-hoc</i> basis with limited engagement of key stakeholders; competency standards have not been defined; skills testing for major occupations is mainly theory-based and certificates awarded are recognized by public sector employers only and have little impact on employment and earnings; no system is in place to establish accreditation standards.</p>	<p>A few stakeholders engage in <i>ad-hoc</i> policy dialogue on competency standards and/or the NQF; competency standards exist for a few occupations and are used by some training providers in their programs; skills testing is competency-based for a few occupations but for the most part is mainly theory-based; certificates are recognized by public and some private sector employers but have little impact on employment and earnings; the accreditation of training providers is supervised by a dedicated office in the relevant ministry; private providers are required to be accredited, however accreditation standards are not consistently publicized or enforced; providers are offered some incentives to seek and retain accreditation.</p>	<p>Numerous stakeholders engage in policy dialogue on competency standards and/or the NQF through institutionalized processes; competency standards exist for most occupations and are used by some training providers in their programs; the NQF, if in place, covers some occupations and a range of skill levels; skills testing for most occupations follows standard procedures, is competency-based and assesses both theoretical knowledge and practical skills; certificates are recognized by both public and private sector employers and may impact employment and earnings; the accreditation of training providers is supervised by a dedicated agency in the relevant ministry; the agency is responsible for defining accreditation standards with stakeholder input; standards are reviewed on an <i>ad-hoc</i> basis and are publicized or enforced to some extent; all providers receiving public funding must be accredited; providers are offered incentives and limited support to seek and retain accreditation.</p>	<p>All key stakeholders engage in policy dialogue on competency standards and/or the NQF through institutionalized processes; competency standards exist for most occupations and are used by training providers in their programs; the NQF, if in place, covers most occupations and a wide range of skill levels; skills testing for most occupations follows standard procedures, is competency-based and assesses both theoretical knowledge and practical skills; robust protocols, including random audits, ensure the credibility of certification; certificates are valued by most employers and consistently improve employment prospects and earnings; the accreditation of training providers is supervised by a dedicated agency in the relevant ministry; the agency is responsible for defining accreditation standards in consultation with stakeholders; standards are reviewed following established protocols and are publicized and routinely enforced; all training providers are required as well as offered incentives and support to seek and retain accreditation.</p>	

Functional Dimension 2: System Oversight				
Level of Development				
Policy Goal	Latent	Emerging	Established	Advanced
G6: Diversifying Pathways for Skills Acquisition	<p>Students in technical and vocational education have few or no options for further formal skills acquisition beyond the secondary level and the government takes no action to improve public perception of TVET; certificates for technical and vocational programs are not recognized in the NQF; qualifications certified by non-Education ministries are not recognized by formal programs under the Ministry of Education; the Ministry of Education; recognition of prior learning receives limited attention; the government provides practically no support for further occupational and career development, or training programs for disadvantaged populations.</p>	<p>Students in technical and vocational education can only progress to vocationally-oriented, non-university programs; the government takes limited action to improve public perception of TVET (e.g. diversifying learning pathways); some certificates for technical and vocational programs are recognized in the NQF; few qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education; policymakers pay some attention to the recognition of prior learning and provide the public with some information on the subject; the government offers limited services for further occupational and career development through stand-alone local service centers that are not integrated into a system; training programs for disadvantaged populations receive ad-hoc support.</p>	<p>Students in technical and vocational education can progress to vocationally-oriented programs, including at the university level; the government takes some action to improve public perception of TVET (e.g. diversifying learning pathways and improving program quality) and reviews the impact of such efforts on an ad-hoc basis; most certificates for technical and vocational programs are recognized in the NQF; a large number of qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education, albeit without the granting of credits; policymakers give some attention to the recognition of prior learning and provide the public with some information on the subject; a formal association of stakeholders provides dedicated attention to adult learning issues; the government offers limited services for further occupational and career development, which are available through an integrated network of centers; training programs for disadvantaged populations receive systematic support and are reviewed for impact on an ad-hoc basis.</p>	<p>Students in technical and vocational education can progress to academically or vocationally-oriented programs, including at the university level; the government takes coherent action on multiple fronts to improve public perception of TVET (e.g. diversifying learning pathways and improving program quality and relevance, with the support of a media campaign) and routinely reviews and adjusts such efforts to maximize their impact; most certificates for technical and vocational programs are recognized in the NQF; a large number of qualifications certified by non-Education ministries are recognized and granted credits by formal programs under the Ministry of Education; policymakers give sustained attention to the recognition of prior learning and provide the public with comprehensive information on the subject; a national organization of stakeholders provides dedicated attention to adult learning issues; the government offers a comprehensive menu of services for further occupational and career development, including online resources, which are available through an integrated network of centers; training programs for disadvantaged populations receive systematic support with multi-year budgets and are routinely reviewed for impact and adjusted accordingly.</p>

Functional Dimension 3: Service Delivery				
Policy Goal	Level of Development			
	Latent	Emerging	Established	Advanced
G7: Enabling Diversity and Excellence in Training Provision	<p>There is no diversity of training provision as the system is largely comprised of public providers with limited or no autonomy; training provision is not informed by formal assessment, stakeholder input or performance targets.</p>	<p>There is some diversity in training provision; non-state providers operate with limited government incentives and governance over registration, licensing and quality assurance; public training is provided by institutions with some autonomy and informed by some assessment of implementation constraints, stakeholder input and basic targets.</p>	<p>There is diversity in training provision; non-state training providers, some registered and licensed, operate within a range of government incentives, systematic quality assurance measures and routine reviews of government policies toward non-state training providers; public providers, mostly governed by management boards, have some autonomy; training provision is informed by formal analysis of implementation constraints, stakeholder input and basic targets; lagging providers receive support and exemplary institutions are rewarded.</p>	<p>There is broad diversity in training provision; non-state trained and providers, most registered and licensed, operate with comprehensive government incentives, systematic quality assurance measures and routine review and adjustment of government policies toward non-state training providers; public providers, mostly governed by management boards, have significant autonomy; decisions about training provision are time-bound and informed by formal assessment of implementation constraints; stakeholder input and use of a variety of measures to incentivize performance include support, rewards and performance-based funding.</p>

Functional Dimension 3: Service Delivery				
Level of Development				
Policy Goal	Latent	Emerging	Established	Advanced
<p>G8: Fostering Relevance in Public Training Programs</p>	<p>There are few or no attempts to foster relevance in public training programs through encouraging links between training institutions, industry and research institutions or through setting standards for the recruitment and training of heads and instructors in training institutions.</p>	<p>Relevance of public training is enhanced through informal links between some training institutions, industry and research institutions, including input into the design of curricula and facility standards; heads and instructors are recruited on the basis of minimum academic standards and have limited opportunities for professional development.</p>	<p>Relevance of public training is enhanced through formal links between some training institutions, industry and research institutions, leading to collaboration in several areas including but not limited to the design of curricula and facility standards; heads and instructors are recruited on the basis of minimum academic and professional standards and have regular access to opportunities for professional development.</p>	<p>Relevance of public training is enhanced through formal links between most training institutions, industry and research institutions, leading to significant collaboration in a wide range of areas; heads and instructors are recruited on the basis of minimum academic and professional standards and have regular access to diverse opportunities for professional development, including industry attachments for instructors.</p>

Functional Dimension 3: Service Delivery				
Level of Development				
Policy Goal	Latent	Emerging	Established	Advanced
G9: Enhancing Evidence-based Accountability for Results	<p>There are no specific data collection and reporting requirements, but training providers maintain their own databases; the government does not conduct or sponsor skills-related surveys or impact evaluations and rarely uses data to monitor and improve system performance.</p>	<p>Training providers collect and report administrative data and there are significant gaps in reporting by non-state providers; some public providers issue annual reports and the government occasionally sponsors or conducts skills-related surveys; the government does not consolidate data in a system-wide database and uses mostly administrative data to monitor and improve system performance; the government publishes information on graduate labor market outcomes for some training programs.</p>	<p>Training providers collect and report administrative and other data (e.g., job placement statistics, earnings of graduates) and there are some gaps in reporting by non-state providers; most public providers issue internal annual reports and the government routinely sponsors skills-related surveys; the government consolidates data in a system-wide database and uses administrative data and information from surveys to monitor and improve system performance; the government publishes information on graduate labor market outcomes for numerous training programs.</p>	<p>Training providers collect and report administrative and other data (e.g., job placement statistics, earnings of graduates) and there are few gaps in reporting by non-state providers; most public providers issue publicly available annual reports and the government routinely sponsors or conducts skills-related surveys and impact evaluations; the government consolidates data in a system-wide, up to date database and uses administrative data, information from surveys and impact evaluations to monitor and improve system performance; the government publishes information on graduate labor market outcomes for most training programs online.</p>

Annex 4: References and Informants

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- Grenada Council For Technical And Vocational Education And Training Act No. 9 of 2009
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- St. George's University Limited Act No. 18 of 1996 amended by Act No. 19 of 2002, SRO 14 of 2003
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- <http://www.tamcc.edu.gd/images/docs/ARforweb9-14-11.pdf>

List of informants

- Adrian Francis, Former Deputy Labour Commissioner
- Alison Miller, Former Permanent Secretary, Government of Grenada
- Andrea Phillip, Chief Education Officer, Ministry of Education and Human Resource Development
- Beverley Grey, Managing Director, Grey's Typing and Computer Services
- Bridgette Assing, Representative from Quinn & Associates (Construction Representative on the Grenada Council of Technical and Vocational Education and Training)
- Curlan Gilchrist, Director, Macroeconomic Policy Unit, Ministry of Finance
- David Flemming, Senior Lecturer, T.A. Marryshow Community College and Representative, Grenada National Training Agency
- Emmalin Pierre, Minister, Ministry of Youth Empowerment and Sports
- Frances Ruffin, Coordinator for Quality Assurance, Grenada National Training Agency
- Halim Brizan, Director, Central Statistical Office, Ministry of Finance
- Hazel An Hutchinson, Executive Director, Grenada Chamber of Industry & Commerce
- Imi Chitterman, Education Statistics Consultant, Ministry of Education and Human Resource Development
- Jeanette Du Bois, Soft Skills Training Professional and former Officer of the Government of Grenada

- Jessie Cumberbatch, Executive Director, Junior Achievement Grenada Inc
- Junior Alexis, Statistician, Ministry of Education and Human Resource Development
- Kendall Alexander, Economist I, Macroeconomic Policy Unit, Ministry of Finance
- Kerry Pierre, Budget Officer, Ministry of Finance
- Kevin Andall, Coordinator of Youth, Ministry of Youth Empowerment and Sports
- Lincoln Morgan, Chief Executive Officer, Grenada National Training Agency
- Marlene Finlay, Dean of the School of Applied Arts and Technology (SAAT), T.A. Marryshow Community College
- Melissa Felician, Consultant
- Meryl Cambridge Finlay, Administrative Officer, St George's University
- Michael Stephens, Senior Policy Analyst, Macroeconomic Policy Unit, Ministry of Finance
- Mike Philbert, President, Grenada Employers Federation
- Pauline St. Paul, Support Services Officer, Ministry of Education and Human Resource Development
- Peron Johnson, Portfolio Manager, Project, Coordination Unit
- Roderick Griffith, Coordinator For Standards and Planning, Grenada National Training Agency
- Sheldon Scott, Senator, Ministry of Youth Empowerment and Sports
- Sherma Stephenson, Finance Officer, Ministry of Education and Human Resource Development
- Shevorn Licorish, Monitoring and Evaluation Officer, Grenada National Training Agency
- Stephen Jerome, Representative, Grenada Council of Technical and Vocational Education and Training

Annex 5: SABER-WfD Scores

Policy Goal		Policy Action		Topic		
Dimension 1	2.6	G1	3.0	Provide sustained advocacy for WfD at the top leadership level	3.0	G1_T1 3.0
						G1_T2 3.0
		G2	2.2	Establish clarity on the demand for skills and areas of critical constraint	2.5	G2_T1 2.0
						G2_T2 3.0
					2.0	G2_T3 3.0
						G2_T4 2.0
		G3	2.7	Formalize key WfD roles for coordinated action on strategic priorities	2.7	G2_T5 1.0
						G3_T1 2.0
						G3_T2 4.0
		Dimension 2	2.6	G4	1.9	Provide stable funding for effective programs in initial, continuing and targeted vocational education and training
	G4_T1 info					
	G4_T2 2.0					
	G4_T3 3.0					
G5	3.3			Monitor and enhance equity in funding for training	1.0	G4_T4 3.0
						G4_T5_IVET 1.0
						G4_T5_CVET 1.0
G6	2.7			Facilitate sustained partnerships between training institutions and firms	2.0	G4_T5_ALMP 1.0
						G4_T6 2.0
					3.0	G5_T1 3.0
						G5_T2 3.0
					3.7	G5_T3 3.0
						G5_T4 4.0
3.0	G5_T5 4.0					
	G5_T6 info					
G7	2.2			Broaden the scope of competency standards as a basis for developing qualifications frameworks	3.0	G5_T7 2.0
						G5_T8 4.0
						G5_T9 3.0
					3.0	G6_T1 4.0
						G6_T2 2.0
		2.5	G6_T3 2.0			
G6_T4 3.0						
2.5	G6_T5 1.0					
	G6_T6 4.0					
Dimension 3	2.1	G7	2.2	Encourage and regulate non-state provision of training	2.8	G7_T1 4.0
						G7_T2 2.0
						G7_T3 3.0
						G7_T4 2.0
		G8	2.3	Combine incentives and autonomy in the management of public training institutions	1.5	G7_T5 1.0
						G7_T6 2.5
						G7_T7 1.0
		G9	1.8	Integrate industry and expert input into the design and delivery of public training programs	2.3	G8_T1 2.0
						G8_T2 4.0
					2.3	G8_T3 2.0
						G8_T4 1.0
		G9	1.8	Recruit and support administrators and instructors for enhancing the market-relevance of public training programs	2.3	G8_T5 2.5
	G8_T6 2.0					
	G9_T1 2.8					
	G9_T2 1.5					
	G9_T3 1.3					

Annex 6: Authorship and Acknowledgements

This report is the product of collaboration between the Principal Investigator, Nicole Garraway, and staff at the World Bank comprising Harriet Nannyonjo as well as Jee-Peng Tan, and Viviana Gomez Venegas, leader and members, respectively, of the SABER-WfD team based in the Education Global Practice. Nicole Garraway collected the data using the SABER-WfD data collection instrument and prepared initial drafts of the report; the Bank team scored the data and designed the template for the report; and Viviana Gomez Venegas finalized the report. This report has benefited from suggestions and feedback from K. Lincoln Morgan, Chief Executive Officer of the National Training Agency.

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

This report focuses specifically on policies in the area of Workforce Development.

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