

A civil society review of progress
towards the Millennium Development
Goals in Commonwealth countries

National Report:

Grenada



Commonwealth
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A civil society review of progress towards the Millennium Development Goals in Commonwealth countries

National Report:

Grenada

This project aims to encourage and articulate civil society analysis of: progress towards the MDGs; the usefulness of the MDG framework for civil society; the contribution of civil society to the attainment of the MDGs; issues for a post-2015 agenda to consider.

This report documents the outputs of a two-stage process: desk research to review UN, government, civil society and other multilateral reports on national progress towards achieving the MDGs; and a national consultation workshop with civil society, which tested the findings of the desk research and enabled a deeper discussion on MDG progress, utility and post-2015 agenda setting.

This project was undertaken as part of a programme with the UN Millennium Campaign (UNMC), which supported country-level research by civil society organisations in 20 countries.

The Commonwealth Foundation led this process for the following 14 countries: Cameroon, Ghana, Grenada, Jamaica, Malawi, New Zealand, Pakistan, Samoa, Sierra Leone, Sri Lanka, Tanzania, Trinidad and Tobago, Uganda and Zambia. The UNMC led in the following six countries: India, Mozambique, Nepal, Nigeria, Philippines and The Gambia.

Commonwealth Foundation

The Commonwealth Foundation is a development organisation with an international remit and reach, uniquely situated at the interface between government and civil society. We develop the capacity of civil society to act together and learn from each other to engage with the institutions that shape people's lives. We strive for more effective, responsive and accountable governance with civil society participation, which contributes to improved development outcomes.

UN Millennium Campaign

The UN Millennium Campaign was established by the UN Secretary General in 2002. The Campaign supports citizens' efforts to hold their governments to account for the achievement of the Millennium Development Goals. The Millennium Development Goals were adopted by 189 world leaders from rich and poor countries, as part of the Millennium Declaration which was signed in 2000. These leaders agreed to achieve the Goals by 2015. Our premise is simple: we are the first generation that can end poverty and we refuse to miss this opportunity.

Executive Summary

Project rationale and process

This summary presents perspectives from civil society in Grenada on progress made and challenges experienced in relation to the national efforts to achieve the Millennium Development Goals (MDGs), and the extent to which MDG processes have provided opportunities to enhance participatory governance and civil society relations with government. Based on their reflections, Grenadian civil society organisations (CSOs) have made a number of recommendations to accelerate progress on the MDGs and improve future development frameworks.

The first stage of the review process, led by the Grenada Community Development Agency (GRENCODA) in the first half of 2012, included a synthesis of quantitative and qualitative data from local, regional and international sources, and interviews, focus group discussions and workshops, involving representatives of civil society, government, statutory bodies and members of the public. In a second stage in December 2012, the Agency for Rural Transformation (ART) and CIVICUS: World Alliance for Citizen Participation convened a national consultation to verify and augment the review findings and make further recommendations.

Civil society review of the MDGs in Grenada

In their review of achievements, CSOs believe there has been significant progress on Goals 2, 3, 4, 5 and 7, while there has been less progress or regression on Goals 1, 6 and 8. CSOs identified continuing poverty as a challenge: there are persistent pockets of poverty, and social and economic exclusion affects access to services, eg in education and health. Youth unemployment and youth poverty were also identified as a major challenge. CSOs report that external shocks have hampered progress on the MDGs, showing the vulnerability of national development policies to outside forces such as the global economic crisis and the long-term impacts of natural disasters, which have affected employment and income.

Overall, CSOs consulted viewed the MDG framework as a useful mechanism in theory to focus efforts and interventions, but it was generally considered that in practice the framework has only been used to shape activities to a limited extent, both by government and civil society. CSOs assess that the budget for the MDGs has not been sufficient; that the mechanisms for the integration of the MDGs into planning have been inadequate; and that the absence of reliable and timely data has hindered monitoring. They also believe inadequate attention has been paid to localising the MDGs to make them relevant to the national context.

While a Millennium Development Goals National Committee (MDGNC) was established in 2010, with civil society representation, many view this as inadequate, with long gaps between meetings and no visible commitment to improving its functioning, meaning that it is not seen to provide a useful forum for information sharing, encouraging collaboration or exercising accountability. CSOs also believe that there is an ongoing lack of public knowledge about the MDGs.

CSOs do not believe that MDG processes have led to the instigation of a significant number of new partnerships between government and civil society, and within civil society itself. However, they believe the potential for this remains, and there are generally positive views about the possibility of increasing long-term co-operation. The majority of CSOs consulted also stated that they did not obtain any major direct benefit from the MDGs, for example in increased financial support or networking. Only a minority of CSOs reported that the MDG framework has greatly influenced their priorities, although this suggests an increase from the previous study in 2005, when no CSOs reported this.

CSOs believe more could be accomplished with additional support for civil society and the adoption of a more focused approach among civil society actors to achieving influence. Many, however, report facing a recent decline in finances, and need financial support to sustain their operations and capacity building to strengthen their competencies. CSOs also acknowledge that they could do more to integrate MDG targets into their programmes and plans.

CSOs suggest that a number of issues have come to prominence that should be addressed in any new development framework. These include non-communicable diseases, such as diabetes and high blood pressure, which are exacerbated by the relationship between poverty and poor diet, and the quality and content of education, with a suggested need to focus beyond the attainment of school enrolment targets on such matters as the inclusion of children with disabilities, early childhood development and the role of secondary education in preparing students for work opportunities. CSOs also raised the need for land titling reform: difficulty in obtaining legal title to land that has been passed down through families hinders people's ability to participate in entrepreneurial activities.

Recommendations

Key recommendations to accelerate and build on progress include:

- In areas where good progress has been made, such as Goal 2, new targets should be set that build on successes and are more relevant to local needs.
- More reliable data systems are needed to aid monitoring, while disaggregated data are necessary to guide accurate analysis and targeted intervention.
- The Millennium Development Goals National Committee should be enhanced, with more frequent meetings and a stronger role in outreach, monitoring and improving connections between government and civil society initiatives on the MDGs.

Looking to the future, suggestions for shaping new development frameworks include:

- Goals should integrate fully with national development plans and help serve the overarching issue of building a more resilient economy. This means there should be greater local adaptation of development goals, including taking on board the needs of small island developing states (SIDS).
- Localisation of goals requires processes, championed by civil society, that enable citizens' participation in defining goals, targets and indicators.
- To support civil society's optimal role in development policy, planning and delivery, there may be need for more enabling legislation for civil society, and the development of co-operation agreements between ministries and civil society.
- Future goals should address equity and participation issues, including issues of marginalisation and access to services for the poorest.

1. Introduction

This report presents perspectives from civil society in Grenada on progress made and challenges experienced with the MDGs, and the extent to which MDG processes have provided opportunities to enhance participatory governance and civil society relations with government. The first stage of the review process, led by the Grenada Community Development Agency (GRENCODA) in the first half of 2012, included a synthesis of quantitative and qualitative data from local, regional and international sources, and interviews, focus group discussions and workshops, involving representatives of civil society, government, statutory bodies and members of the public. In a second stage in December 2012, the Agency for Rural Transformation (ART) and CIVICUS: World Alliance for Citizen Participation convened a national consultation to verify and augment the review findings and make further recommendations.

Since the last Commonwealth civil society review of the MDGs in 2005, the global financial crisis of 2008 onwards has impacted negatively on Grenada, which shares characteristics of vulnerability to external economic shocks with other Caribbean countries.¹ The effects of the financial crisis were felt in three main ways: decline in tourist arrivals and expenditure; a fall in foreign direct investment; and reduction in remittances from the Grenadian diaspora. On a macro level, this resulted in a slowing in the rate of growth of gross domestic product (GDP) from 12.5 per cent in 2005 to 1.1 per cent in 2011,² reduced revenues, cutbacks in government spending, and lower turnover and more bankruptcies in the private sector.³

At a household level, the financial crisis has brought reduced employment and income, with impacts experienced disproportionately by already poor and vulnerable groups. Food inflation stood at 21.1 per cent in 2008, and unemployment grew from 15 per cent in 1999 to almost 25 per cent in 2009.⁴ Grenada is also seeing a declining trend in people working in agricultural production, a factor in rising food imports, which now account for over a quarter of total imports. Related to this trend of decline in agriculture is increasing youth poverty, with more than half of Grenadians who live below the poverty line under the age of 20.⁵ According to the 2008 *Survey of Living Conditions*, youth unemployment stood at 36.8 per cent of 15 to 24 year olds, and 43.9 per cent of women aged between 15 and 24,⁶ and can be assumed to have worsened given economic deterioration since, while decent work for young people is also an issue.

The financial crisis exposed existing deficiencies in national policies for economic resilience, sustainable development, and inclusion and equity. It came at a time when Grenada was still experiencing the impacts of Hurricanes Ivan (2004) and Emily (2005). The Grenadian Ministry of Finance, along with other organisations, estimated the overall damage to the country from both hurricanes at US\$1.2 billion, over 250 per cent of Grenada's GDP.⁷ These disasters affected Grenada's ability to service its public debt, leading to the negotiation of a grace period and rescheduling of the debt burden. However, those rescheduled payments have now started to become due again, and are proving very

1 The Grenada Social Safety Net Assessment, UNICEF, 2009, www.unicef.org/barbados/Grenada_SSNA_Report.pdf rates Grenada as a highly vulnerable state, measured by volatility of real per capita GDP and output, ranking it as the 15th most vulnerable country out of 111 assessed

2 Government of Grenada, 2012 Budget Statement, http://www.gov.gd/egov/docs/budget_speech/budget_statement_2012.pdf

3 *Social Implications of the Global Economic Crisis in Caribbean SIDS: Synthesis of the Findings of Seven Country Studies*, UNDP, 2009

4 Data from Grenada Social Safety Net Assessment, op. cit

5 International Fund for Agricultural Development (IFAD), through the Rural Poverty Portal: <http://www.ruralpovertyportal.org/en/country/home/tags/grenada>

6 Country Poverty Assessment: Grenada, Carriacou and Petite Martinique: Vol. 1, 2007/8. Further, this source states that in 1998, 56.8 per cent of Grenada's poor people were under the age of 24 years; by 2008 this had increased to 66.4 per cent

7 M Williams, *Assessment of Progress Towards the Millennium Development Goals in Grenada*, 2010

burdensome in the current economic context, which in turn is limiting the availability of government funding to address socio-economic problems. It is in this context that recent progress towards the MDGs must be analysed.

2. Civil society perspectives on progress towards the MDGs

Notwithstanding the changed economic reality, CSOs consulted in this review recognise that the government has made some efforts to provide safety net programmes for the vulnerable, including the provision of public assistance to families that fall below the poverty line and a disaster fund to assist people who have suffered personal disaster. Measures in education include the provision of free schoolbooks for all primary and secondary students and the Necessitous Fund, which provides cash transfers to help children remain in school. These programmes, however, remain limited in their reach.

It is important in analysing progress towards the MDGs to recognise also that even before their instigation, significant achievements had been made in Grenada in universal primary education provision and women's empowerment. The integration of the MDG framework should therefore be seen as a natural progression in Grenada's development.⁸

The government has acknowledged the importance of the MDGs in a number of official processes. In 2007, a National Strategic Development plan highlighted a series of areas consistent with the MDGs, including poverty, gender issues and the environment, as priorities. In 2008, a Country Poverty Assessment was conducted with a view to providing the baseline data for national planning. In 2009, an assessment was undertaken of social safety net programmes, with a view to making them more efficient and effective.⁹

Recent efforts to mainstream the MDGs into Grenada's national development framework include the establishment by Cabinet in 2010 of the MDG National Committee (MDGNC) and the production of the MDGs Status Assessment to inform the September 2010 intergovernmental UN High Level Meeting on the MDGs. However, in the opinion of CSOs involved in this review, full integration of the MDGs into national planning has been hampered by a lack of financial resources, an absence of reliable and timely data for MDG monitoring and the lack of fit between some MDG targets and national development initiatives, as discussed further below.¹⁰

Civil society critiques made as part of this review point to a gap between official data about the achievement of the MDGs and community perceptions of achievement on the ground, as relayed to CSOs, and between policy and practice on the part of the government.

⁸ Ibid

⁹ Ibid

¹⁰ Ibid

Table 1: Civil society assessment of progress towards the MDGs¹¹

Goals, targets and indicators ¹²	Civil society assessment of progress	Government assessment of progress	Civil society perspectives on challenges
<p>Goal 1. Eradicate extreme poverty and hunger:</p> <p>1a. Halve, between 1990 and 2015, the proportion of people whose income is less than \$1.25 a day</p> <p>1b. Achieve full and productive employment and decent work for all, including women and young people</p> <p>1c. Halve, between 1990 and 2015, the proportion of people who suffer from hunger</p>	<p>The hunger target is achieved but the others are off track</p>	<p>Strides have been made, but there remain some challenges</p>	<p>Global economic events have exacerbated poverty. Grenada's official <i>Country Poverty Assessment Report, 2009</i>, shows an increase in the poverty rate from 32.1 to 37.7 cent.¹³</p> <p>Vulnerable groups are particularly affected by this, including children and the working poor. Civil society assesses that there are persistent pockets of poverty. Social and economic exclusion affect access to and uptake of services even when they are available. High energy prices are a further concern.</p> <p>While the target on hunger has been achieved, hunger remains a significant problem, particularly among those with no access to land.</p> <p>The economic crisis has impacted negatively on employment. Talks in 2009 between the government, the private sector, trade unions and other CSOs on the development of a 'social protocol' were not successful, leading to perceptions among many in the government and private sector that the unions were reluctant to make sufficient compromises. Civil society assesses youth unemployment as a major challenge. In 2008 the government-led Grenada Youth Upliftment Programme was introduced, with entrepreneurship and business training, skills training, apprenticeship and financial support.¹⁴</p>
<p>Goal 2. Achieve universal primary education:</p> <p>2a. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling</p>	<p>Achieved</p>	<p>Achieved: 'success has been registered'</p>	<p>While this goal is acknowledged as having been achieved prior to the MDGs, there are still questions about the quality and content of education, and concerns about levels of truancy linked to poverty. Vulnerable children, particularly those with disabilities, face numerous challenges, including poor diagnosis of their needs, a lack of capacity in teaching staff to accommodate them and shortages of parental support.</p>

¹¹ Ibid

¹² Unless otherwise stated, the deadline for goals to be achieved is 2015. All targets and indicators are taken from the *Grenada MDG Progress Report 2010*

¹³ *Grenada Growth and Poverty Reduction Strategy 2012-2015*, Cultural Marketing Communication (Caribbean), 2011

¹⁴ In 2011, the government committed 12.6 million East Caribbean Dollars (around US\$4.7 million at February 2013 rates) to the programme to increase employment opportunities for at least 1,500 young people. See Government of Grenada, 2011, http://www.gov.gd/egov/news/2011/mar11/04_03_11/item_1/gg_approve_budget_spending.html

Goals, targets and indicators	Civil society assessment of progress	Government assessment of progress	Civil society perspectives on challenges
<p>Goal 3. Promote gender equality and empower women:</p> <p>3a. Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015</p>	Partly achieved	<p>Some progress has been made, but there are challenges still to overcome. These include the sexual exploitation of girls, gender-based violence levels and gender issues in employment, seen in high gender segmentation in the job market and high female unemployment rates.</p>	<p>While much of the disparity in the education system was eliminated before 2005, economic inequality seems to be growing, and this connects with gender-based violence. CSOs consulted felt that in situations of poverty, women who experience domestic violence are more likely to stay in the home.</p> <p>In the February 2013 election, only nine of the 48 candidates who stood for parliament were women, and only four women were elected to the 15-seat parliament.¹⁵</p>
<p>Goal 4. Reduce child mortality:</p> <p>4a. Reduce by two thirds, between 1990 and 2015, the under-five mortality rate</p>	On track	Grenada has made notable progress	<p>There has been an improvement in child mortality rates, but in the view of CSOs consulted there is now a need to focus on early childhood care and development.</p>
<p>Goal 5. Improve maternal health:</p> <p>5a. Reduce by three quarters the maternal mortality ratio</p> <p>5b. Achieve universal access to reproductive health</p>	On track	Some strides have been made to achieving Goal 5, but there remains work to be done	<p>While the maternal health goal is on track and there is generally good access to family planning, more education is needed to combat misunderstandings and stigma around contraceptive use. As with other health-related goals, CSOs see a disconnection between the existence of services and information and changes in people's behaviour.</p>

¹⁵ 'Preliminary Statement of the OAS Electoral Observation Mission on the General Elections in Grenada on February 19, 2013', Organisation of American States, 20 February 2013, http://www.oas.org/en/media-center/press_release.asp?sCodigo=E-053/13

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Goals, targets and indicators	Civil society assessment of progress	Government assessment of progress	Civil society perspectives on challenges
<p>Goal 6. Combat HIV/AIDS, malaria and other diseases:</p> <p>6a. Have halted by 2015 and begun to reverse the spread of HIV/AIDS</p> <p>6b. Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it</p> <p>6c. Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases</p>	<p>Off track apart from access to treatment for HIV/AIDS</p>	<p>Significant progress has been made. For example, over 90 per cent of all affected adults and 100 per cent of affected children receive treatment for HIV/AIDS. However, there are still some areas of concern, such as a very low level of knowledge about HIV/AIDS among teenagers and deeply rooted stigma. Great adverse impacts on health are also evident due to high levels of non-communicable disease in Grenada.</p>	<p>The necessary behavioural change does not seem to have taken place on HIV/AIDS. There is some co-operation between the private sector and trade unions, with the support of the International Labour Organisation (ILO), to address HIV/AIDS in the workplace, and there are new initiatives to reduce mother-to-child transmission.</p> <p>While there have been initiatives to improve the availability of drugs, there remain issues with the consistent supply of medication.</p> <p>Non-communicable diseases, such as diabetes and high blood pressure, offer a major challenge. These are exacerbated by the relationship between poverty and poor diet.</p>
<p>Goal 7. Ensure environmental sustainability:</p> <p>7a. Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources</p> <p>7b. Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss</p> <p>7c. Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation</p> <p>7d. Achieve, by 2020, a significant improvement in the lives of at least 100 million slum dwellers</p>	<p>On track</p>	<p>The overall status is on track</p>	<p>Although particular targets are on track, more broadly there is civil society criticism that while environmental issues are on the policy agenda and the government is party to various multilateral environmental agreements, there has been a lack of implementation of legislation, policies and strategies on environmental protection, and lack of co-ordination between different ministries.</p>

Goals, targets and indicators	Civil society assessment of progress	Government assessment of progress	Civil society perspectives on challenges
Goal 8. Develop a global partnership for development 8a. Develop further an open, rule-based, predictable, non-discriminatory trading and financial system 8b. Address the special needs of least developed countries 8c. Address the special needs of landlocked developing countries and small island developing states 8d. Deal comprehensively with the debt problems of developing countries 8e. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries 8f. In cooperation with the private sector, make available benefits of new technologies, especially information and communications	Mixed: off track on trade and the needs of SIDS; on track on co-operation with pharmaceutical companies and new technologies. There has been mixed progress on other targets.	Certain areas of progress have been seen, but there remain some areas of concern to be addressed	CSOs state that neoliberal global economic policies have had a negative impact on Grenada and other SIDS. The ability of Grenada to manage its debt through national measures was assessed as very limited given the state's economic reality, while Official Development Assistance (ODA) to Grenada is highly volatile from one year to the next. ¹⁶ Mobile phone and internet penetration are now seen as significant.

It appears civil society is more pessimistic about Goals 1 and 6 than the government, but on other goals the views are quite consistent. In its 2010 MDG assessment report, the government states: 'Progress has been made on a number of targets: Goals 1 (hunger and poverty), 3 (gender equality and empowerment of women) and 6 (HIV and other major diseases). However, the overall Goals are not likely to be achieved within the next five years [i.e. by 2015] due to a number of factors including the economic crisis with implications for spending in areas including social assistance and antiretrovirals (Goals 1 and 6). In addition, there are some underlying behavioural shifts required which usually occur over time to reduce gender inequality and stigma and discrimination (MDG 3 and 6).'¹⁷

However, for goals on which substantial progress has been made, CSOs consulted believe that continuing problems of social exclusion mean that questions remain about the extent to which marginalised groups can benefit. For example, in education, issues include the extent to which students with disabilities can access education and the appropriateness of the curriculum to them, and the exclusion of school-age mothers. More broadly, the underlying causes behind social and economic exclusion, which can inhibit access to services and information even when these are available, need to be better taken into account in the design and execution of interventions.

For a full list of the MDGs, along with the targets and indicators, see: <http://mdgs.un.org/unsd/mdg/host.aspx?Content=indicators/officiallist.htm>

¹⁶ Based on an analysis of figures from the Organisation for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) available at stats.oecd.org/qwids

¹⁷ Williams, op. cit

3. Usefulness and challenges of the MDG framework to civil society

Overall, the MDG framework was viewed by civil society in Grenada as a useful mechanism in theory to focus effort on necessary reforms and direct targeted growth and interventions, both on an international and national scale.

In practice, opinions among CSOs consulted for this review were largely that the MDG framework has only been used to a limited extent, both by government and civil society, to shape their activities. While there is a sense among CSOs that the MDGs could provide a workable framework for the development of consensus and partnership between government, the private sector and civil society, a commonly expressed view was that there remains a lack of shared vision, and that shorter-term objectives cut across the potential to develop this.

At national government level, notwithstanding the existence of the National Strategic Development Plan, about which there seems to be little civil society knowledge, there are not considered to be adequate functioning mechanisms for the integration of the MDGs into planning and budgetary processes, and there has been little progress in localising the goals to take into account the national context. While the MDGNC was established in 2010, and includes civil society representation, it was considered by many of those consulted as being inadequate, with long gaps between its meetings and no visible genuine commitment to improving its functioning, meaning that it is not felt currently to provide a useful forum, whether for information sharing, encouraging collaboration or the exercise of accountability.

In general, although CSOs viewed the MDG framework as largely useful, they report not seeing, as a direct result of the focus on the MDGs, a significant degree of new networking or partnership building between government and CSOs, or indeed among CSOs themselves.

Only 30 per cent of CSOs consulted in this assessment stated that the MDG framework greatly influenced and framed their own priorities. The MDG focus has enabled such CSOs to access funding for their activities, when these could be seen to relate to specific goals, and to develop increased networking and partnerships, both with national government and international CSOs. It is pertinent to note that two of these organisations (Grenada National Organisation of Women, which is part of a Caribbean regional network, and YWCA, which is part of a global organisation) are national associates or affiliates of international bodies which lent support to their efforts.

The other 70 per cent of CSOs consulted reported that they carried out their mandates according to their own visions and missions, without being driven specifically by the MDGs. They did not believe they had obtained any significant benefits from the MDGs, either from direct funding or networking. In CSO focus group discussions it was also affirmed that there is persistent limited knowledge of the MDGs among the general population.

This analysis however suggests an improvement over the position in 2005, when the corresponding review stated that the MDG framework did not drive the agendas and work of any CSOs in Grenada.

There were also areas of concern about the relevance of some of the goals; whereas most of the goals were assessed as broadly relevant, some were considered as already achieved (Goals 2 or 3) or irrelevant to the context and therefore evidence of the disconnects that can arise between global goals and national development priorities (Goal 6 when it addresses malaria). The expectation that developing countries such as Grenada could meet the same goals as more developed countries within the same timeframe was viewed as unrealistic.

The lack of reliable data offers a continuing challenge to attempts to make a reliable assessment of progress. Different arms of government generate different data and this proves difficult and time-consuming to collect. Related to this, most CSOs lack the capacity to collect and analyse data independently. This deficit in the monitoring of progress on MDGs in turn contributes to a larger lack of accountability.

4. Contribution of CSOs to the MDGs and their delivery

CSOs, including NGOs, CBOs, faith-based organisations, youth organisations and trade unions, have traditionally played a key role in Grenada as agents of change and as monitoring mechanisms for social and economic justice, a role that of course stretches back to long before the inception of the MDGs. As many CSOs have had a long-term focus on human development in its various dimensions, their work is naturally relevant to the MDGs, without necessarily making explicit reference to them.

As outlined in Table 2, civil society actors identified a number of recent initiatives which they believe have made significant contributions towards a number of MDGs, notably in the areas of poverty eradication, education, female empowerment, HIV/AIDS and environmental sustainability. In addition to direct service delivery, advocacy activities and policy development have also been a part of the activities of many CSOs.

There are also examples of civil society initiatives to engage with, and influence through dialogue, the government and the private sector. Civil society contributions are a feature of the Government of Grenada's annual national budget consultations. Additionally, over the last three decades, there has been trade union, private sector and farmers' representation in the Senate, the appointed Upper House of Parliament, which offers a platform for civil society issues, among others, to be raised and debated at the highest national level. Civil society actors have also included in a number of national delegations to different development-related forums, including for the UN Rio+20 Conference on Sustainable Development in June 2012.

Table 2: Examples of CSO initiatives on the MDGs

Intervention Type	MDG area	Examples of CSO initiatives
Direct delivery	Goal 1	<ul style="list-style-type: none"> - Small business and entrepreneurial development: <ul style="list-style-type: none"> - Training of small farmers in agriculture production and livestock rearing - Assisting fishermen with boat repairs - Self-employment and income generation initiatives - Food support to poor families
	Goal 2	<ul style="list-style-type: none"> - Assistance with transportation and school uniforms to poor families - After school programmes assisting with homework and assignments
	Goal 3	<ul style="list-style-type: none"> - Facilitating women's entry into non-traditional employment areas such as construction - Creating a support network for women experiencing gender-based violence - Job and skill training programmes, especially for women
	Goal 6	<ul style="list-style-type: none"> - HIV/AIDS education - Gender and sexuality workshops for teachers, students and the public - Health promotion initiatives focusing on food, nutrition and lifestyle diseases
	Goal 7	<ul style="list-style-type: none"> - Programmes on natural resource management, environmental care and disaster mitigation at community level
Policy initiatives	Goal 3	<ul style="list-style-type: none"> - Collaboration with relevant government departments in the development of the Domestic Violence Act – see below for more information
Advocacy	Goals 1, 2 and 3	<ul style="list-style-type: none"> - Public marches and demonstrations for social justice and women's and children's rights - Media outreach and awareness raising about the MDGs

There have also been ad hoc collaborations between government agencies, the private sector and CSOs, for example in holding health fairs and environmental education activities. In a further example of co-operation, the Ministry of Environment has collaborated with CSOs to implement a climate change public awareness programme. CSOs also contributed to the process of establishing Marine Protected Areas, which relates to Goal 7. In addition, the Sustainable Development Council has offered a regular forum for government, private sector and civil society representatives to undertake dialogue.

There is also a long history of the promotion of networking and partnerships between CSOs and other development actors for more effective development delivery, as evidenced by the creation as far back as 1988 of the Inter Agency Group of Development Organisations (IAGDO), an umbrella grouping of development CSOs, which provides a mechanism for encouraging a collaborative approach to community development among its seven members.

Communication has however been a limiting factor for CSO engagement in the achievement of MDGs: government and CSOs are inadequately informed about and aware of initiatives undertaken by each other on the MDGs. This again highlights a deficit in the MDGNC, which is not sufficiently active to play the necessary convening and information-sharing role.

5. In focus: civil society participation in domestic violence and child protection

In general, CSOs have not been involved in a systematic manner in planning and policy development pertaining to the achievement of the MDGs, and there is an absence of a formal mechanism for CSOs to bring issues to the attention of the government.

However, there are notable exceptions that serve as examples of good practice, particularly in the case of the Domestic Violence and Child Protection Bills, which were developed through collaboration between government and CSOs.

The Domestic Violence Act, drafted in 2010 and enacted in 2011, was introduced as one of a suite of model legislative measures promoted by the Organisation of Eastern Caribbean States (OECS) and a number of multilateral and regional agencies across the OECS' nine member countries and territories, with the aim of updating family law in the wake of the Convention on the Rights of the Child and other international commitments signed by several of its members. Its implementation in Grenada required co-operation between different arms of government and several CSOs. In the introduction of the law the Division of Gender and Family Affairs of the Ministry of Social Development was the lead agency, and the Ministry of Legal Affairs was also important. As part of the legislative process, three consultations were held with active CSO participation, particularly from the Grenada National Organisation of Women, the Grenada National Coalition on the Rights of the Child, the Grenada Bar Association and the Social Workers Association. The introduction of the Domestic Violence Act was marked by a particularly close collaboration between the Legal Aid and

Counselling Clinic, attached to the Grenada Community Development Agency (GRENCODA), and the Attorney-General's Office of the Ministry for Legal Affairs.

There remains a need to promote this as an example of potentially replicable practice in inter-agency and inter-sectoral co-operation.

6. Lessons learned and recommendations

As the examples set out in Table 2 suggest, civil society believes it has made and continues to make a significant contribution to the attainment of the MDGs. More, however, could be accomplished with additional support for civil society efforts both on a local and international scale, and the adoption of a more focused approach among civil society actors towards influencing the government's policy directions. CSOs could also do more to integrate relevant MDG targets into their programmes and plans proactively and systematically.

In the case of goals that have seen progress, many CSOs believe there is now a need to shift focus to make further targets more relevant to the context of Grenada. For example, in education, more emphasis should be given to early childhood care and development, the quality and content of education, particularly in preparing children for secondary education and work opportunities, and providing continuing educational opportunities for adults. Similarly, non-communicable diseases present a major public health problem that needs to be captured more comprehensively within the MDG framework.

On the basis of the above analysis, suggested areas of focus for new goals for Grenada include the following:

- Early childhood development
- Education quality, inclusion and equity
- Gender development (as opposed to female empowerment – taking into account the development needs of both genders)
- Youth employment and youth inclusion
- Sustainable livelihoods
- Food security
- Sustainable energy, including addressing issues of energy costs and ownership of resources

Under-explored opportunities exist for civil society actors to capitalise on and strengthen existing relationships and linkages to achieve greater influence and impact on the MDGs. Firstly, civil society believes its relations with government have improved and it is optimistic that this will continue. Secondly, civil society has derived a measure of public confidence by working with communities on the ground. This trust can be seen as a still under-utilised asset. When combined with civil society's strong track record of networking, the improved relationships with government and public trust suggest there would be value in prioritising the formation of broad civil society lobbying coalitions to encourage greater and

more focused progress towards the MDGs and development in general, and to change the low public understanding of the MDGs.

Public awareness campaigns are needed to build greater support for the MDGs and civil society's role in these, together with awareness of the roles of individual citizens and the government, and the sharing of good practices. An example given in this review process was that greater public appreciation and awareness could be fostered for Grenada's environmental assets, as a contribution towards encouraging more effective action on Goal 7. Heightened awareness of MDGs would lead to greater accountability of all actors, allowing citizens to exercise greater scrutiny. Increased engagement with the media would be needed to support this.

The progress that has been made in civil society's relationship with government also suggests that more could be achieved by lobbying for greater collaboration on project implementation. The experience of collaboration on the Domestic Violence and Child Protection Bills, as outlined above, is an example of good practice that could be extended. As part of this, CSOs could promote their expertise and experience to government as an asset to be used in the delivery of projects, particularly at the community level.

Ideally, CSOs suggest that there should be the creation through participatory means of a national action plan that would include both domestic development agendas and international commitments that government, civil society and other stakeholders could share.

Where necessary, the government could enact enabling legislation to recognise and systematise the role of CSOs in policy, planning and implementation of the MDGs and any future goals. Other measures government could take to make relationships more regular and systematic would include signing co-operation agreements and setting up CSO desks in ministries.

In addition, civil society actors should spearhead efforts to revitalise the MDGNC so that it encourages a stronger focus on the attainment of the MDGs with civil society participation, especially at the level of line ministries.

To support these recommendations, more training and support would need to be provided to develop the capacity of CSOs to become stronger advocates for and partners in the MDGs.

There are also locally specific issues that provide as yet unrealised opportunities for collaboration. For example, land titling is a development issue that is not explicitly related to the current MDGs, but is a challenge in Grenada that national development efforts should take into account, and an area in which positive change could unlock progress towards poverty eradication. The issue with land ownership is the lack of clear legal title to family land, which has been passed on between generations and often consists of small and scattered parcels of land. As the process of tracing and establishing land titles is expensive and inaccessible to many, it is hard to use land to access credit, inhibiting entrepreneurship and social mobility. This suggests a need for new initiatives to make it easier for

people to obtain proper title to their lands. Such an initiative would seem to offer strong potential to benefit from what could be fruitful and mutually supportive collaboration between civil society and government.

Finally, the extent to which CSOs involved in efforts towards achieving the MDGs can continue or enhance their contributions, and their ability to capitalise on existing linkages with government and other development actors, is dependent on their level of financial and human resources. Many CSOs report a recent decline in finances and that they are in desperate need of financial support to sustain their operations and of internal capacity building to strengthen their competencies.

7. Post-2015 development framework

Based on the above analysis of the factors that have affected progress in Grenada towards the MDGs and the lessons learned, CSOs involved in this review recommended that the following issues should be addressed as part of a post-2015 development framework for Grenada:

- Create a more resilient economy: looking ahead, it will be necessary to focus on policies which help build resilience into the national economy to provide a better buffer against external shocks, while at the same time promoting equity and inclusive growth. Expanding access to education and adaptive skills training, together with food security initiatives, are mechanisms that could be considered.
- For long-term viability, strive for development approaches that combine concern for people, the environment and the economy, rather than efforts that prioritise economic development on its own.
- Integrate the MDGs and their successors fully in national development strategies: it is necessary to integrate the MDGs and any future goals fully into national planning and budget processes to an extent beyond what has been achieved to date.
- Enable localisation and contextualisation of global goals at country level: global goals need to be adapted to suit the local context, and these adapted, contextualised goals should be afforded the same status and measure of scrutiny as global goals. As part of this, the special needs of SIDS should be addressed, as well as the potential benefits of regional approaches in the Caribbean. The process of developing and localising targets and indicators should be bottom-up to ensure relevance and encourage buy-in, and to arrive at goals that reflect broad consensus.
- Address equity and participation issues: equity and participation should be key principles of any framework for the achievement of current and future goals, as well as for the development of the goals, and there must be space for and the creation of mechanisms for multi-stakeholder interactions.
- Enhance advocacy and outreach: greater understanding and engagement need to be prioritised to encourage the shared ownership of goals across the population and the citizenry's exercise of accountability.

- Develop reliable data systems; disaggregated data are necessary for accurate analysis and targeted intervention.

In short, post-2015 development frameworks should recognise the inherent differences between countries and serve as an overarching guide for the development of country-specific goals and targets. Country-specific goals and targets should be developed through national consultative processes championed by civil society, in which governments can be held accountable both by the citizenry and the international community. Continuing MDGs that are determined by such a process to be relevant to Grenada, but not yet achieved, should be maintained with adjusted timelines. Monitoring mechanisms should be instituted, with progress reports being submitted every two years.

8. Conclusion

Since the previous study in 2005, there have been changes in civil society's perception of Grenada's ability to progress towards the attainment of the MDGs. Civil society's relationship with the MDG framework has shown some improvement. The largest negative factor, meanwhile, has been the impact of external financial events on a weak economy.

On the whole, perceptions of the relationship between civil society and government are positive, with a widely held view that the initiatives of each can complement the other. This means that there are still unrealised opportunities to enhance the roles of civil society in the achievement of the MDGs. However, additional resources may be needed for this. To strengthen participation further may also require the creation of new collaborative mechanisms and the willingness of all parties to come to the table in a spirit of co-operation. As part of this, the largely inactive MDGNC has potential to be revived. First steps that could be taken include making resources available to reactivate the body, and mandating it to undertake outreach actively and connect with existing initiatives within government and civil society.

The process for the development of the post-2015 framework should be inclusive. Investments in strengthening relationships and collaboration now would ensure that Grenada is better equipped for the challenges of a post-2015 environment.

Participating organisations

Original research partner:

- Grenada Community Development Agency

Organisations consulted in original research:

- | | |
|---------------------------------------|--|
| – Agency for Rural Transformation Ltd | – Grenada Chamber of Industry and Commerce |
| – Child Protection Authority | – Grenada Community Development Agency |

- Grenada Conference of Churches
 - Grenada National Organisation of Women
 - Grenada Save the Children Development Agency
 - Inter-American Institute for Cooperation on Agriculture
 - Ministry of Agriculture (Forestry and National Parks Department)
 - Ministry of Education and Human Resources (Statistical Department)
 - Ministry of Finance
 - Ministry of Finance (National Ozone Unit)
 - Ministry of Health
 - Ministry of Health (Epidemiological Unit)
 - National Telecommunications Regulatory Commission
 - New Life Organisation
 - Grenada Public Workers Union
 - St Vincent de Paul Society
 - Sustainable Development Council
 - Young Women's Christian Organisation
 - Central Statistical Office, Ministry of Finance
 - CIVICUS: World Alliance for Citizen Participation
 - Commonwealth Foundation
 - Conference of Churches, Grenada
 - Grenada Association of Beekeepers
 - Grenada Community Development Agency
 - Grenada Dehydrated Fruit and Vegetable Cluster
 - Grenada Human Rights Organisation
 - Grenada National Coalition on the Rights of the Child
 - Grenada National Organisation of Women
 - Grenada Network of Rural Women Producers
 - Grenada Planned Parenthood Association
 - Grenada Youth Parliament Association
 - La Tante Development Organisation
 - Ministry of Agriculture
 - Ministry of Carriacou and Petite Martinique Affairs – Petite Martinique Development Organisation
 - Ministry of Education (School for the Deaf)
 - Ministry of Environment, Foreign Trade and Export Development
 - Ministry of Health
 - Ministry of Social Development (Division of Gender and Family Affairs)
 - National Commission for Chronic Non-Communicable Diseases
 - People in Action
 - Programme for Adolescent Mothers
 - St George's University
- Focus groups held:**
- Focus group with women in St John's (ten participants)
 - Focus group with women and men in St Patrick's (19 participants)
 - Focus group with young people in St Mark's (seven participants)
- Consultation partners:**
- Agency for Rural Transformation Ltd
 - CIVICUS: World Alliance for Citizen Participation
- Consultation participants:**
- Agency for Rural Transformation Ltd
 - Caribbean Agribusiness Association



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