

Evaluation of the Commonwealth Secretariat's Support to Grenada 2013/14 – 2016/17

Final Report



The Commonwealth

EVALUATION SERIES No. 109

Evaluation of the Commonwealth Secretariat's Support to Grenada

2013/14–2016/17



The Commonwealth

Evaluator:

Evelyn Acio Pedersen

Head of Evaluation and Learning

Commonwealth Secretariat

**Internal evaluation conducted by
Strategy, Portfolio and Partnership Division
Commonwealth Secretariat**

© Commonwealth Secretariat 2019

All rights reserved. This publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording or otherwise provided it is used only for educational purposes and is not for resale, and provided full acknowledgement is given to the Commonwealth Secretariat as the original publisher.

Views and opinions expressed in this publication are the responsibility of the author and should in no way be attributed to the institutions to which they are affiliated or to the Commonwealth Secretariat.

Wherever possible, the Commonwealth Secretariat uses paper sourced from responsible forests or from sources that minimise a destructive impact on the environment.

Published by the Commonwealth Secretariat.

Acknowledgements

The Strategy, Portfolio and Partnerships Division of the Commonwealth Secretariat would like to acknowledge the extensive support, direction and engagement of the High Commission of Grenada in London throughout this evaluation. Sincere appreciation goes to the Ministry of Foreign Affairs, the primary contact point, for the co-ordination of meetings in-country and for ensuring the mission was a success. We also extend special thanks to all the respondents in Grenada who provided unreserved and constructive critical assessment of the Commonwealth programme.

Within the Commonwealth Secretariat, we would like to thank all staff who engaged with interest in the review process and provided feedback at all stages. Special thanks goes to Ms Purvi Kanzaria, Evaluation Officer, who managed, facilitated and co-ordinated all meetings and feedback across all internal and external stakeholders.

Contents

Acknowledgements	iii
Abbreviations and Acronyms	vii
Executive Summary	ix
1. Introduction and Context	1
1.1 Introduction	1
1.2 Country context	2
1.3 Commonwealth Secretariat Strategic Plan	6
1.4 Programme context	7
1.5 Commonwealth Secretariat's context	8
2. Findings	11
2.1 Democracy	12
2.2 Public Institutions	20
2.3 Social Development: Health	38
2.4 Youth: Empowerment of Young People	42
2.5 Economic Development	47
2.6 Small States: Resilience Profiling	55
3. Synthesis	59
3.1 Relevance	59
3.2 Efficiency and value for money	59
3.3 Effectiveness	61
3.4 Impact	64
3.5 Sustainability	65
3.6 Lessons learnt	66
4. Recommendations	67
4.1 Programme challenges and recommendations	67
4.2 Institutional challenges and recommendations	67

Annex 1: Terms of Reference	69
Annex 2: Evaluation Framework	73
Annex 3: Grenada's Participation in Ministerial Meetings, Conferences and Training Workshops	74
Annex 4: Internal Stakeholders List	76
Annex 5: List of Institutions Consulted	77

Abbreviations and Acronyms

AIDS	Acquired Immune Deficiency Syndrome
CARICOM	Caribbean Community
CCAICACB	Commonwealth Caribbean Association of Integrity Commissions and Anti-Corruption Bodies
CCJ	Caribbean Court of Justice
CEN	Commonwealth Election Network
CFTC	Commonwealth Fund for Technical Cooperation
CHOGM	Commonwealth Heads of Government Meeting
CMAG	Commonwealth Ministerial Action Group
COG	Commonwealth Observer Group
COMNYO	Commonwealth New York Office
COMSEC	Commonwealth Secretariat Assessed Contribution Fund
CRAC	Constitutional Reform Advisory Committee
CS-DRMS	Commonwealth Secretariat Debt Recording and Management System
CYP	Commonwealth Youth Programme
CVQ	Caribbean Vocational Qualification
DAC	Development Assistance Committee
EC\$	Eastern Caribbean Dollars
ECCB	Eastern Caribbean Central Bank
EU	European Union
FAO	UN Food and Agricultural Organisation
FY	Financial Year
GDP	Gross Domestic Product
HIV	Human Immunodeficiency Virus infection
HRU	Human Rights Unit
IMF	International Monetary Fund
JEP	Junior Elections Professional
MoU	Memorandum of Understanding

NCD	Non-Communicable Diseases
NES	National Export Strategy
NHRI	National Human Rights Institution
OECD	Organisation for Economic Co-operation and Development
OECS	Organisation of Eastern Caribbean States
QC	Queen's Counsel
RBM	Results-Based Management
SAP	Structural Adjustment Programme
SDG	Sustainable Development Goal
SRO	Statutory Rules and Orders
SRF	Strategic Results Framework
TOC	Theory of Change
UK	United Kingdom
UN	United Nations
UPR	Universal Periodic Review
US	United States
USA	United States of America
UWI	University of the West Indies
WHO	World Health Organisation
YDI	Youth Development Index

Executive Summary

Overview

This report presents the findings of an evaluation conducted in 2018 to assess the Commonwealth Secretariat's (hereafter referred to as 'the Secretariat') support to Grenada. The evaluation focuses on the Strategic Plan period of 2013/14–2016/17 but for context the report also incorporates historical data on engagement between Grenada and the Secretariat prior to 2013. This is the sixth in a series of country evaluations conducted by the Secretariat and the third undertaken in the 2017/18–2021/22 Strategic Plan period.¹ It is the first formal evaluation conducted by the Secretariat in Grenada.

The evaluation has two overarching objectives. First, it aims to act as an accountability mechanism to the Board of Governors, the Government of Grenada and the broader Commonwealth on the performance of the Secretariat's support to member countries. Second, it seeks to derive lessons that can be used to improve programming and that can be applied to engaging with other member countries.

The evaluation was primarily qualitative and adopted a case study approach to documenting findings in accordance with the Secretariat's results framework and the '*Impact Pathway*'.

Programme delivery

As a member of the Commonwealth, the Government of Grenada makes a contribution to the three Commonwealth Funds: the Commonwealth Secretariat Assessed Contribution Fund (COMSEC), the Commonwealth Fund for Technical Cooperation (CFTC) and the fund for the Commonwealth Youth Programme (CYP), as well as to the Small States Office in New York. Over the four years of the Strategic Plan, Grenada's total contribution amounted to **£240,012**.

On the total expenditure, 82 per cent (£650,165) was incurred in Public Institutions. Of this total, £508,459 is CFTC expert costs. The cost for regionally based CFTC experts who made contributions to Grenada is not represented at the national level, therefore not included.

There was no direct expenditure on social development. Expenditure incurred on health is also reflected at the regional level, as support was regional as opposed to national. The second largest expenditure (£114,268, 14 per cent) is in Economic Development. Of this total, £98,597 relates to development of the National Export Strategy (NES).

Overall, there was high concentration of CFTC experts in comparison with other country evaluations so far conducted. This relates to Grenada's awareness of technical assistance support and the proactive nature of Grenada in requesting it.

Programme relevance and effectiveness

The Secretariat's support to Grenada is in direct response to requests received as well as to Grenada's agreement to participate in its initiatives. In this regard, the evaluation assumes that all programmes delivered were relevant. Grenada was very proactive in identifying its national needs and engaging with the Secretariat in meeting those needs.

There were clear linkages to national priorities. Technical assistance provided by the Secretariat on legislative drafting and national planning was directly linked to a whole of government priority on the 'Home-growth' structural adjustment programme (SAP). The Secretariat's input was timely and Grenada was resourceful in using the technical assistance provided, including reviewing the terms of reference for the experts to address the most urgent national priorities. This is also reflected in the development of the NES, a key priority for the economy.

Unlike in some of the similar evaluations, there was depth in the Secretariat's engagement in Grenada. This relates to the longer-term commitment on specific areas with the support of technical experts. Notable areas include debt management (existence and support to the system); legislative drafting; anti-corruption (consistent meetings and structured capacity-building, with a regional capacity-building hub being established in Grenada); and export promotion (development of two sets of export strategies and now clear commitment in strategy implementation).

¹ Previous evaluations are of Sri Lanka (2013), Belize (2013), Kenya (2013), Solomon Islands (2014) and Namibia (2018).

Of the ten sets of outputs assessed, only one was not delivered. Progress directly attributable to the Secretariat is most notable in oceans governance (Economic Development). Other areas with steady progress include elections and trade (Democracy and Economic Development). Public Institutions and Social Development see good progress but the Secretariat's contribution is limited. There is no progress in Youth and Small States.

The evaluation highlighted the significant contributions that technical assistance under the CFTC programme makes to the development of a member country. In 2014, the Government of Grenada embarked on its Home-grown Programme of Fiscal Adjustments and Reforms. The Secretariat's CFTC technical assistance was instrumental in the delivery of the key reforms.

CFTC long-term experts

- *Macro-Economic Planner/Adviser, Prime Minister's Office (November 2014–November 2015)*
- *Senior Commercial Counsel, Attorney General's Office (2014–2016)*
- *Policy Adviser, Prime Minister's Office (2014–2016)*
- *Legislative Drafter, Attorney General's Office (2015–2016)*
- *Regional Advisers (Legislative Drafter) based in Caribbean Community (CARICOM) (2010–2014)*

Highlights of outcomes/impact

Grenada's National Sustainable Development

Plan 2030: As part of the Fiscal Adjustment and Reforms Programme, Grenada, led by the Ministry of Finance and supported by the Macro-Economic Planner/Adviser in the Office of the Prime Minister, embarked on the development of the NSDP 2030, anchored on the Sustainable Development Goals. The proposal for the NSDP process was launched in May 2015. The Steering Committee and Technical Working Group were established. The expert led the Technical Working Group in development of the NSDP. Unfortunately, the expert's support was not satisfactory and the services were terminated with some lessons to be learnt in relation to recruitment. At the time of evaluation, progress on NSDP development was continuing, led by the National Planning Commission in the Ministry of Finance. Public consultations, started in July 2017, were underway and one sectoral consultation (Ministry of Agriculture) had been completed. Technical support to finalise the Plan is still required.

Corporate Plan development and implementation:

As part of the Home-grown SAP, all ministries and departments were required to develop Corporate Plans. The Policy Adviser in the Office of the Prime Minister, primarily responsible for strategic planning, monitoring and evaluation, was requested

to lead the process. The Policy Adviser supported the successful development and review of three-year Corporate Plans in all government ministries and departments. The evaluation confirmed and verified with the various ministries and department visited that Corporate Plans were effectively being implemented and guiding programme delivery. As most of the Plans were due to expire, plans were already in place for development of the next three-year Plans using the same approach and template – a sign of sustainability. However, the next Corporate Plans are to be linked to the NSDP 2030 under development. The delay in the completion of the NSDP will have an effect on the timeline for delivery of the Corporate Plans.

Legislative drafting: The Secretariat was commended for establishing the Legislative Drafting Unit in Grenada through technical assistance support. Systems and processes established were still in operation and sustained to date. Extensive demands were placed on the government as part of the Home-grown SAP to review and develop new pieces of legislation. In total, 66 pieces of legislation needed to be developed, amended or reviewed. The Secretariat placed legislative drafters in Grenada on both a short- and a long-term basis. Grenada also benefited from legislative drafters placed by the Secretariat in CARICOM. The evaluation assessed

progress on a number of pieces of legislation, most of which had been passed and were under implementation.

Implementation of Grenada's Public Procurement

Act 2014: The Senior Commercial Counsel in the Attorney General's Office supported the drafting of the Public Procurement Act, as part of the Fiscal Adjustment and Reforms Programme, and was also instrumental in the development of a new procurement framework, including capacity-building. The Act was passed in August 2014 and the supporting regulations in September 2015. Implementation of the Act started in 2016. Major institutions were established as part of implementing the Act: Public Procurement Board appointed and functional; Review Commission established and functional; Procurement Secretariat established and already staffed, supporting the operations of the Board; Procurement Units to be established in all ministries. At the end of the evaluation, four ministries had made good progress in the establishment of procurement units in line with the Act (Finance, Works, Health and Education).

National Youth Policy: The CYP Regional Centre was praised for its extensive advocacy for the development of national youth policies. In 2004, the CYP Regional Centre provided technical support in the development of the first National Youth Policy. This was commended for shaping youth development in Grenada and increasing government awareness of the importance of youth development. This is reflected in the increased annual budget allocation to youth development from EC\$10,000 in 2002 to the current EC\$30 million. A Youth Strategic Action Plan and Implementation Strategy were developed that have clear roles and responsibilities for the different line ministries. There is also an Inter-Ministerial Focal Group for Youth Policy that meets quarterly to discuss progress on implementation of the Plan. The Policy was in implementation until 2015 when successor policy development was commissioned.

Lessons learnt

Recruitment of CFTC experts within the region not only had the benefit of local context knowledge but also made it possible to retain experts in the member country or the region to continue providing valuable technical capacity. An example is the retention of the CFTC Expert as the Permanent Secretary in the Office of the Prime Minister.

Expert-led Secretariat initiatives tend to lose momentum when the expert leaves the organisation and there is no handover or organisational direction to complete the work started. The governance resilience framework lost the lead expert within the Secretariat and came to a halt. All initiatives, both innovative and on-going programmes, need to be grounded and owned by the Secretariat but not dependent on the technical expert delivering them.

Inter-Divisional coordination opportunities were missed during the development and implementation of the resilience governability framework in the small states. The Governance Team was not consulted on a governance project that was being delivered by another technical Division. Ownership of initiatives seems to override the benefit of working together in a concerted manner to achieve sustainable results. In the case in point, the experts in the team engaged in the delivery were experts not in governance but in resilience and therefore their interface on governance issues as a whole was challenged. A key lesson is that expertise from across the different Directorates and Divisions needs to be drawn together to deliver on programmes for the Secretariat.

The **Secretariat profile** in programme delivery is limited at activity level to press releases on high-visibility engagements such as programme launches and the Secretary-General's visit to the member country as opposed to the holistic programming being delivered in the member country and the change the Secretariat intends to contribute to. This realisation implies the Secretariat's visibility is experienced on a case-by-case basis and the member country does not have the complete picture of its work. Secretariat engagement needs to address longer-term change in a holistic manner and should be consistently communicated to the member country leadership and development partners.

Stakeholders consultations on the closure of the Regional Youth Centre should have been more extensive and a transition programme or national options to keep momentum of progress at the time considered.

Recommendations

Transition in the Strategic Plans: The transition from one Strategic Plan to another should entail clear consideration of on-going projects and the

implications of stopping any such projects in a member country.

Strategic direction in programme delivery: All programmes delivered need to be grounded within the Secretariat's strategic vision for the Commonwealth so as to ensure that all initiatives started are owned by the Directorate and delivered irrespective of existing staffing capacity.

Abuja Guidelines: Country reports need to be produced regularly so that member countries appreciate programmes being implemented and the value of the CFTC contribution to the country. This will prove the relevance of the CFTC to the development needs of the country and encourage timely contributions.

Country focus in programme planning and delivery: *A country focus needs to be inbuilt in programming at the strategic level (such as in the Delivery Plan) and a national programme delivery approach or strategy needs to be established that is linked to the priority needs of the member country. This should be reflected in the depth of programme delivery and engagement in the selected areas. In addition, a country-designated focal point needs to be established within the Secretariat to map out all*

engagements with the member country and update progress on implementation, as well as to draw attention to gaps and successes.

Technical assistance: The recruitment process of CFTC experts should be broadened so that member countries hosting a technical expert are given the opportunity to engage with the candidates under consideration for the assignment, for more informed decision on the candidate beyond the profile and curriculum vitae.

International relations versus national coordination: The Secretariat's programme delivery in a member country needs to be coordinated both at the diplomatic level (ministry in-charge of international affairs) and at the programmatic level (ministry in-charge of national planning and coordination) to ensure its input is responsive and reflective of national priorities as well as highlighted in national reports.

Follow-up, monitoring and evaluation: *Country-level data/information collection as part of monitoring and evaluation needs to be embedded in all field missions and information from Back to Office Reports compiled in a central country database.*

1. Introduction and Context

1.1 Introduction

This report presents the findings of an evaluation conducted in 2018 to assess Commonwealth Secretariat (hereafter referred to as 'the Secretariat') support to Grenada. The evaluation focuses on the Strategic Plan period of 2013/14–2016/17 but for context the report also incorporates historical data on engagement between Grenada and the Secretariat prior to 2013.

This is the sixth in a series of country evaluations conducted by the Secretariat and the third undertaken in the 2017/18–2021/22 Strategic Plan period.¹ It is the first formal evaluation conducted by the Secretariat in Grenada. Country evaluations are a core element of the Secretariat's evaluation programme, responding to member countries' need for more detailed country-based information. Selection criteria for country evaluations include resources disbursed, number of projects, diversity of projects and regional representation.² Learnings from the country evaluations will provide an in-depth and holistic picture of the Secretariat's programmes in supporting strategic planning, organisational learning and accountability to member countries. It will also inform the Secretariat's understanding of how it has engaged with countries across the six pillars in the Strategic Plan, including a value for money analysis.

1.1.1 Evaluation objectives

This evaluation has two overarching objectives. First, it aims to act as an accountability mechanism to the Board of Governors, the Government of Grenada and the broader Commonwealth on the performance of the Secretariat's support to member countries. Second, it seeks to derive lessons that can be used to improve programming and that can be applied to engaging with other member countries.

1 Previous country evaluations include Sri Lanka (2013), Belize (2013), Kenya (2013), Solomon Islands (2014) and Namibia (2018).

2 The selection criteria used for the countries to be evaluated include an adequate geographic balance of nations; no previous country evaluation conducted; size (number and value) of activities supported by the Secretariat; balance between small and larger nations; and balance between varying levels of development.

Using the evaluation criteria of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC), the country evaluation sought to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to Grenada. The study has achieved the following:

- Reviewed the extent to which Secretariat support was relevant to the priorities of the targeted member country, and was consistent with intermediate outcomes of the Strategic Plan;
- Assessed outcomes and impact achieved over the evaluation period and the level of sustainability of the results;
- Assessed member country contribution to Secretariat funds and the benefits realised over the review period and conducted a contribution-benefit analysis, assessing value for money for the member country;
- Reviewed the delivery model of programmes in the member country, including communication and programme coordination in-country, highlighting lessons and areas for improvements;
- Identified issues, challenges and lessons learnt and made recommendations on the overall Secretariat programming.

1.1.2 Methodology

The evaluation was primarily qualitative and adopted a case study approach to documenting findings in accordance with the Secretariat's results framework and the 'Impact Pathway' (described in more detail in the introductory part to *Chapter 2: Findings*). The evaluation framework (*Annex 2*) designed for this evaluation addressed the broad evaluation parameters of relevance, effectiveness, outcomes/impact and sustainability.

- **A desk review** of national country documentation, including publically available strategy documents and reports, was conducted to provide context and address the general evaluation questions. Additional reports were requested and received from interactions with respective ministries,

offices and agencies in-country, and Project Design Documents with their monitoring plans and results reports were reviewed. All key documentations, including Back to Office Reports, research reports, progress reports from consultancies, etc., were reviewed.

- **Focus group discussions and interviews** were held with project teams within the Secretariat to better understand the programme theory, to qualify and contextualise the results documented and to seek responses to specific questions that emerged from the literature review.
- **A field visit** was conducted to St Georges, Grenada, from 12 to 23 February to meet key stakeholders, beneficiaries and others who may have engaged with the interventions. A total of 28 meetings (interviews and discussions) were held (see *Annex 5: Field visit itinerary*). These visits allowed the evaluation team to triangulate desk findings, verify results and generate additional data related to the evaluation questions.
- **Telephone interviews** were conducted with respondents who could not be reached during the field visit.

The main limitation in the study related to the broad scope of the evaluation questions. Although the primary focus of the study was the last Strategic Plan period (2013/14–2016/17), there had not been any formal monitoring or evaluation of the Secretariat's earlier support. Not all relevant stakeholders could be reached and, in some cases, officials directly engaged in implementation were not available; in other areas, high-level meetings were conducted that limited the technical input of operational people. While the evaluation uncovered a large amount of information about the implementation context, not all topics related to the Secretariat's involvement could be covered comprehensively while remaining aligned with the thematic areas in the Strategic Plan.

As a learning point going forward, the evaluation team will develop a matrix to indicate the information source for the evaluation questions that will contribute to capturing the breadth of data captured. The matrix could be shared with the in-country point of contact or liaison to ensure the right stakeholders are engaged.

As the Strategic Results Framework (SRF) was developed for the whole Secretariat, programme

and project design was also at Pan-Commonwealth level – thus progress against each indicator could not be measured in relation to one country. As a result, progress against indicators will be consolidated at the regional and strategic level once a significant number of country evaluations have been conducted. This report will detail the progress made in Grenada, which will contribute to assessing the work of the Secretariat at the Pan-Commonwealth level.

1.1.3 Report structure

This report is presented in four chapters. The first chapter introduces the study and provides a country as well as the programme context. Chapter two outlines the findings presented in line with the Secretariat's Strategic Plan. The SRF highlights the areas that Grenada benefited from and gives an overview of the support provided and an assessment of performance. Chapter three attempts to synthesise the findings in line with the OECD criteria, drawing lessons. Chapter four outlines challenges and provides recommendations at the programme and strategic level.

1.2 Country context

The Caribbean Island nation of Grenada has a population of 111,724 (July 2017 estimate) people and a territory composed of the main island of Grenada as well as six smaller ones, with the larger islands being Carriacou and Petit Martinique, and some 600 small islets, most uninhabited. Approximately one-third of the population is found in the capital of St George's, and the majority of the entire population is concentrated along the coastal areas of Grenada's 344 km² land mass.

Grenada is also known as the 'spice island', owing to its production of nutmeg and mace crops. The country produces more than 20 per cent of the world's nutmeg; only Indonesia produces more. The culture of Grenada has had a variety of influences, including African, indigenous Caribbean and Indian. The country currently ranks 75 out of 188 on the Human Development Index, falling into the high human development category. Life expectancy is 73.8 years and gross national income per capita is \$12,864.³ The median age is 31.5 years.

³ Retrieved from <http://hdr.undp.org/en/composite/HDI>. Gross national income per capita is calculated in 2011 purchasing power parity \$.

Despite being on the southern edge of the Grenadines, in the Caribbean hurricane zone, in the past 50 years Grenada has experienced damage only from three.

The islands of Grenada are all volcanic in origin and vary in elevation from 300 m to over 600 m. The island of Grenada itself is more mountainous than the others and covered by dense forest. Its land rises from a narrow, coastal plain into areas of dormant volcanic ridges and valleys. Mount St Catherine is the highest point, rising to 840 m. The island is drained by many small rivers flowing to the sea, all cutting deeply into the slopes. A few of the mountains contain crater basins, and one includes a large crater lake named Grand Etang. The lake is over 550 m above sea level and is surrounded with some of the island's most beautiful rainforest. Waterfalls are scattered across the upper reaches of Grenada, as well as a few boiling springs; the River Sallee boiling springs are the most significant.

1.2.1 Politics

Full independence from the UK was attained in 1974, making Grenada one of the smallest independent countries in the Western Hemisphere. Citizens enjoy a wide range of civil and political rights guaranteed by the Constitution, which provides citizens with the right to change their government peacefully. Citizens exercise this right through periodic, free and fair elections held on the basis of universal suffrage.

Grenada has two significant political parties, both moderate: the National Democratic Congress (liberal) and the New National Party (conservative). Minor parties include the left-of-centre Maurice Bishop Patriotic Movement, organised by the pro-Bishop survivors of the October 1983 anti-Bishop coup, and the populist Grenada United Labour Party of former Prime Minister Gairy.

1.2.2 Human rights

Grenada does not have a formal institution that addresses human rights practices at the government level. However, discussions are on-going regarding the feasibility of expanding the scope of the Office of the Ombudsman to incorporate issues of a human rights nature or the establishment of a National Human Rights

Institution (NHRI). Grenada has since ratified the following conventions: the International Convention on the Elimination of All Forms of Racial Discrimination, May 2013; the Convention on the Rights of Persons with Disabilities, August 2014; the Optional Protocol to the Convention on the Rights of the Child on involvement in armed conflict, 6 February 2012; and the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography, 6 February 2012. Grenada continues to work towards the ratification of conventions with human rights implications.

1.2.3 Anti-corruption

Grenada acceded to the United Nations Convention Against Corruption on 1 April 2015 and is therefore bound by its provisions and any relevant follow-up mechanisms. The Convention covers five main areas: preventive measures, criminalisation and law enforcement, international cooperation, asset recovery, and technical assistance and information exchange.

Regionally, Grenada is signatory to the Inter-American Convention Against Corruption since 15 November 2001. According to Article II of the Convention's text, it has two purposes: to promote and strengthen the development by each of the States Parties of the mechanisms needed to prevent, detect, punish and eradicate corruption; and to promote, facilitate and regulate cooperation among the States Parties to ensure the effectiveness of measures and actions to prevent, detect, punish and eradicate corruption in the performance of public functions and acts of corruption specifically related to such performance.

Additionally, Grenada is a member of the Organisation of Eastern Caribbean States (OECS) through the Treaty of Basseterre to establish an economic union for nine countries: Anguilla, Antigua and Barbuda, British Virgin Islands, Dominica, Grenada, Montserrat, St Kitts and Nevis, Saint Lucia and St Vincent and the Grenadines. It is one of 20 members of the Caribbean Community (CARICOM), which rests on four main pillars: economic integration, foreign policy coordination, human and social development and security.

Figure 1. Map of Grenada



1.2.4 Gender equality

Grenada has made considerable progress in recent years towards achieving gender equality. In the area of leadership and politics, Grenada has one of the highest rates of women representatives

in the world, at 33.3% – the highest in the Eastern Caribbean.

A new Domestic Violence Act (2010) replaced the Domestic Violence Act 2001 to provide a civil remedy that would emphasise safety and

Table 1. Key facts

Region	<i>Caribbean</i>
Commonwealth membership	<i>1974</i>
Commonwealth categorisation	<i>Small state</i>
Population (2017)	<i>111,724</i>
Political system	<i>Parliamentary representative democracy</i>
National plans	<i>Grenada National Sustainable Development Plan 2030 under development</i>
Primary contact point	<i>Ministry of Finance and Planning</i>

protection as opposed to arrest and punishment of perpetrators.

1.2.5 Youth

Grenada ranks 73rd globally, and 18th in the Commonwealth rank, on the Commonwealth Youth Development Index (YDI).⁴ Its YDI score of 0.650 is close to the average of Commonwealth developing countries in the Caribbean region (0.665) after Jamaica, Bahamas and Antigua and Barbuda and is on a par with Tonga. Grenada scores low (0.575) on youth political participation and high on education (0.83).

Youth unemployment declined from 53 per cent in 2013 to 42 per cent in 2015 but is still much higher than the national average and particularly so compared with other Caribbean countries.⁵ Youth employability programmes include the Grenada Youth Upliftment Programme and Skills for Inclusive Growth. The Grenada Youth Upliftment Programme was launched in 2009 with the objective of promoting youth employment, through skills and life skills training, second chance education and job search assistance. The programme is targeted to youth broadly defined as persons between the ages of 16 and 35.

4 Commonwealth Secretariat (2016) *Global Youth Development Index and Report*: [http://cmydiprod.uksouth.cloudapp.azure.com/sites/default/files/2016-10/2016 Global Youth Development Index and Report.pdf](http://cmydiprod.uksouth.cloudapp.azure.com/sites/default/files/2016-10/2016%20Global%20Youth%20Development%20Index%20and%20Report.pdf)

5 Labour Force Survey, Grenada, 2013–2015: https://www.gov.gd/egov/docs/reports/Grenada_LFS_2013-2015.pdf

The government established the Imani programme in the bid to enhance employability skills for young people and promote youth development. Young people are engaged in certified programmes and provided with a stipend while serving their communities in apprenticeship roles. The government has committed to upgrading the programme to a full-fledged Skills Training and Apprenticeship Programme, with a primary focus on six transformational sectors: tourism and hospitality services; agriculture and agri-business; renewable energy development; education, health and wellness services; sports, culture and entertainment; and information and communication technology.

1.2.6 Economy

The economy of Grenada is based on agriculture, notably nutmeg and mace, and tourism. Consequently, it has an outward-looking and open economy, and enjoyed strong growth during the 1990s, even though the world market for spices was sluggish during most of the decade and tourism became increasingly competitive. Grenada is nonetheless vulnerable, its economy being so small, and high public expenditure has brought fiscal difficulties.

An International Monetary Fund (IMF)-backed economic adjustment programme was put in place in the 1990s, with fiscal reform, privatisation and staff reductions in the public sector to reduce the deficit and improve the debt position. The government has encouraged development of industry to broaden the country's economic base, but Grenada's small scale and high costs hinder progress.

A small offshore sector was established in the 1990s, including internet gaming companies, but it failed to flourish in the 2000s. A US university, St George's University, with 800 mainly North American students, also brings in substantial foreign exchange.⁶

After three years of strong economic growth, the economy stalled in 2001, reflecting the US economic downturn and fall in tourism, only picking up again in 2003. Since 2001, economic growth for Grenada has stagnated. 2004's Hurricane

6 <http://thecommonwealth.org/our-member-countries/grenada/economy>

Ivan, 2005's Hurricane Emily and high public debt ratios all contributed to economic growth decline. Hurricane Ivan alone caused economic damage equivalent to 200 per cent of the country's gross domestic product (GDP).⁷ The need to rectify this and put the country on a path of sustained economic growth was paramount. Therefore, the government launched itself on the path of a 'Home-grown' IMF structural adjustment programme (SAP) and pursued the Caribbean Financial Action Task Force guidelines.

In 2017, Grenada experienced its fifth consecutive year of growth and the government successfully marked the completion of its five-year SAP, which included, among other things, austerity measures, increased tax revenue and debt restructuring. Public debt-to-GDP was reduced from 100 per cent of GDP in 2013 to 71.8 per cent in 2017.⁸

1.2.7 Environmental issues

Grenada, being on the southern edge of the hurricane belt, is among the most disaster-prone countries in the world, regularly suffering damage related to national events such as hurricanes, landslides, rain and drought.

Grenada has suffered three major hurricanes in fifty years. Hurricane Janet passed over on 23 September 1955 with winds of 185 km/h, causing severe damage. The most recent storms to hit have been Hurricane Ivan on 7 September 2004, causing severe damage and 39 deaths, and Hurricane Emily on 14 July 2005, causing serious damage in Carriacou and in the north of Grenada, which had been relatively lightly affected by Hurricane Ivan.⁹

Hazards such as these have caused significant and recurrent damage to national infrastructure, including housing, road networks, schools, hospitals and other facilities, such as phone lines, water and electricity. The resulting impacts hazards significantly affect human welfare, national economic activities, property and natural resources.

The effects of climate change are already evident in many parts of the country, with rising sea levels and storm activity continuing to affect exposed coastlines and development. This situation is only expected to worsen as Grenada is highly vulnerable to the impacts of global warming and climate associated impacts.

1.3 Commonwealth Secretariat Strategic Plan

The Commonwealth Secretariat is the principal intergovernmental agency of the Commonwealth. The Strategic Plan for the period 2013/14–2016/17 was developed after extensive consultation with member country governments and reflects their shared priorities. These include three longer-term goals and six strategic outcomes to be pursued over the Strategic Plan period.

The three longer-term goals were:

1. Strong democracy, rule of law, promotion and protection of human rights and respect for diversity;
2. Inclusive growth and sustainable development; and
3. A well-connected and networked Commonwealth.

The plan is based on the SRF, which provides immediate outcomes and indicators to support these strategic outcomes:

1. Democracy – greater adherence to Commonwealth political values and principles

The focus of this strategic outcome was to supporting member countries in adhering to the Commonwealth's fundamental political values in line with the then recently agreed Charter of the Commonwealth. The Secretariat provided support to member countries in deepening these values.

2. Public Institutions – more effective, efficient and equitable public governance

Well-performing public institutions are critical to establishing and sustaining democracy, good governance and development. The Secretariat has a track record of strengthening the core public institutions of rule of law, human rights and public

7 Commonwealth Secretariat (2015) Assessment of Debt Restructuring Operations in Commonwealth Small States: <https://www.oecd-ilibrary.org/docserver/9781848599253-en.pdf?expires=1541078422&id=id&accname=id36621&checksum=5BECF12FA935539A7BD8685D5D1DCA36>

8 <https://www.cia.gov/library/publications/the-world-factbook/geos/gj.html>

9 <https://www.nationsencyclopedia.com/knowledge/Grenada.html>

administration through context-sensitive technical support and peer-to-peer support. In this result area, the Secretariat was to work with member countries to create and strengthen effective, efficient and equitable public institutions.

3. Social Development – enhance the positive impact of social development

Global education and health goals are particularly significant to Commonwealth nations with collectively high burdens of poverty-related health diseases and education challenges, including providing pre-school education, which has been shown to be a key factor in achieving education outcomes. Recognising that health and education are key sectors with significant national and international budgets and major players, the Secretariat was to focus its efforts on providing policy advice and technical support to strengthen policy and regulatory frameworks. Expertise was to be provided to member countries in policy analysis and strategies for bridging gaps between policy formulation and policy implementation in order to effectively realise national health and education outcomes.

4. Youth – youth more integrated and valued in political and development processes

With 40 years of experience in youth development, the Secretariat has a unique advantage in terms of its broad networks, trusted relationships and convening power. The Secretariat was to work towards the goal that national and Pan-Commonwealth frameworks advance the social, political and economic empowerment of young people. This was to be achieved by providing technical assistance to national and regional youth-relevant policies and enabling environments, if so requested by member countries; advocacy for investing in youth ministries and programmes; development and sharing of frameworks, guidelines and tools; and the creation of a YDI that augments respective member countries' national youth development indicators.

5. Economic Development – more effective frameworks for inclusive economic growth and social and sustainable development

The Secretariat's efforts were to be anchored on strengthening frameworks for inclusive economic growth and sustainable development. The Secretariat has carved out a niche of expertise over the past 25 years supporting member countries with economic policy development, trade negotiations, debt management, natural resource management, delimitation of maritime boundaries and ocean governance.

6. Small States and Vulnerable States – strengthened resilience of small states and vulnerable states.

The majority of Commonwealth's membership – 32 of 54 – comprises small states, and in the past 35 years the Secretariat has consistently been at the forefront in identifying and proposing responses to the challenges small states face, while at the same time advocating for their causes. A dedicated work area on small states and vulnerable states was introduced to strengthen advocacy for their concerns on global platforms, as well as to address their particular development needs.

The findings of this country evaluation are set out as per the six strategic outcomes (pillars) of the Strategic Plan.

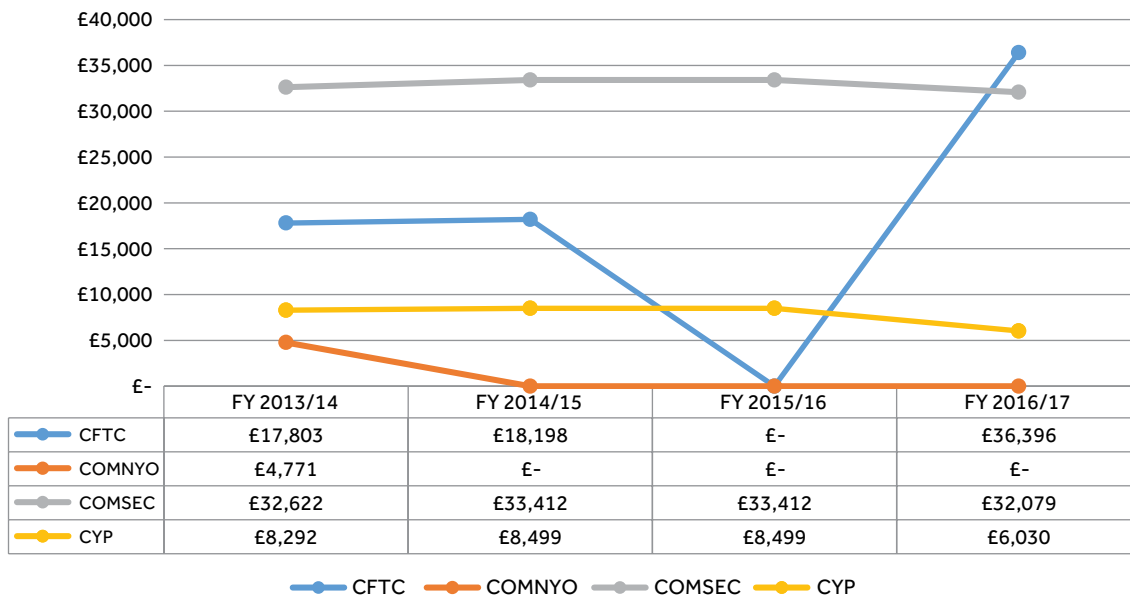
1.4 Programme context

As a member of the Commonwealth, Grenada contributes to the three Commonwealth Funds: the Commonwealth Secretariat Assessed Contribution Fund (COMSEC), the Commonwealth Fund for Technical Cooperation (CFTC) and the Commonwealth Youth Programme (CYP), as well as to the Small States Office in New York (COMNYO), as shown in Figure 2. Over the four years of the Strategic Plan, Grenada's total contribution amounted to **£240,012**.

Figure 2 shows the yearly financial contribution across the funds. In 2015/16, Grenada did not make a contribution to the CFTC, which meant some activities were halted owing to a breach in the Abuja Guidelines. The impact of this was not great on the programme as the timeframe for the breach was short.

Grenada's financial contribution together with those of all member countries supported the

Figure 2. Grenada's financial contribution to the Commonwealth Secretariat



implementation of the Secretariat's Strategic Plan 2013/14–2016/17. Programme pillars were Democracy, Public Institutions, Social Development, Youth, Economic Development and Small States. Grenada benefited from country, regional and Pan-Commonwealth projects delivered by the Secretariat in line with its National Development Plan. Country programmes evaluated are outlined in Table 2 below.

The Ministry of Finance and Planning in Grenada is the primary point of contact for the Secretariat's programming. The Ministry is responsible for national planning and development partner coordination. There is also a direct link with the Ministry of Foreign Affairs for political engagements.

The Ministry of Finance has commended the Secretariat's contributions, particularly its technical assistance. The positioning of the technical assistance has been strategic within government: the Office of the Prime Minister in collaboration with the Ministry of Finance and the Ministry of Legal Affairs raises the profile of the outputs delivered. The long-term and consistent nature of technical assistance programming with the backing of the lead ministries has contributed to some significant government reforms overall.

Despite the considerable contribution made by the Secretariat in development planning and National Export Strategy (NES) and legislation drafting, among others, it was noted that **the**

Secretariat's contribution was not effectively reflected in national budgets and reports as is the case for all other development partners, because the Secretariat's support is not coordinated through the national planning and coordination mechanism. The support provided by the Secretariat is therefore outside the national budget and the true cost of programme delivery cannot be effectively reflected by the government.

1.5 Commonwealth Secretariat's context

During the evaluation period, the Secretariat went through a transition process that brought along review and reform of the organisation, which affected programme delivery and the realisation of outcomes.

- **Transition into the new Strategic Plan:** The Commonwealth Secretariat Strategic Plan 2013/14–2016/17 was the first to focus on results-based management (RBM), and it took longer to get approved and therefore implementation was delayed. Some of the on-going activities from the previous Strategic Plan and programmes were discontinued affecting the realisation of outcomes.
- **Monitoring and evaluation:** The RBM system introduced in the previous Strategic Plan period matured in this evaluation period. A new system for measuring progress was

Table 2. Commonwealth Secretariat's direct engagement with and support to Grenada

Democracy	Public Institutions	Social Development	Youth	Economic Development	Small States
<p>Good Offices: The Secretary-General, The Rt Hon. Patricia Scotland QC, visited Grenada in November 2017.</p> <p>Election Management: Pre-election mission conducted on 12–19 February 2013.</p> <p>Commonwealth Observer Group (COG) conducted election observation mission on 19 February 2013 during general election.</p>	<p>Human Rights: Universal Periodic Review (UPR) and Treaty Body Reporting supported; support provided for the establishment of NHRI; support provided for conducting a National Referendum.</p> <p>Rule of Law: Legislation drafted in response to national needs; national legislative capacity developed; legislative manuals developed and delivered.</p> <p>Public Administration: Development of National Sustainable Development Plan 2030 supported; development of Corporate Plans supported.</p> <p>Cooperation between Caribbean anti-corruption agencies facilitated; regional Anti-Corruption Centre established; capacity of the Integrity Commission of Grenada Strengthened; Anti-Corruption Regional Conference hosted by Grenada.</p>	<p>Health: Regional meeting on National Non-Communicable Diseases (NCD) Commissions held with participation from Grenada; framework for the establishment of and strengthening of National NCD Commissions established; National NCD Commissions web portal established.</p>	<p>Youth: Caribbean Regional Workshop on Youth Policies conducted. Technical Meeting on Enhancing Youth Development Statistics in the Caribbean. Regional Ministerial Meetings facilitated.</p>	<p>Trade: Review of previous NES conducted; strategic options for export development produced; technical support provided in the development of Grenada's NES 2017–2021.</p> <p>Debt Management: Public Debt Management Act drafted; e-learning courses on (i) Domestic Debt Management, (ii) External Debt Management Concept and (iii) Commonwealth Secretariat Debt Recording and Management System (CS-DRMS) to manage external debt developed and delivered; two regional training workshops on public debt management concepts and CS-DRMS v2 delivered; CS-DRMS v2 installed.</p> <p>Oceans Governance and Maritime Boundaries: Delimitation of Marine and Submarine Areas (Delimitation Agreement); technical advice provided on Draft Framework Agreement between Government of Trinidad and Tobago and Government of Grenada.</p> <p>Natural Resource Management: Technical engagements on Grenada's Blue Economy Master Plan.</p>	<p>Resilience Profiling: Resilience governance assessment report produced.</p>
£24,931 (3.1%)	£650,165 (81.6%)	£0 (0%)	£5,263 (0.7%)	£114,268 (14.3%)	£2,116 (0.3%)

instituted and supported by the Programme Management Information System. All plans for monitoring and evaluation were designed, but there was no budget allocated for the implementation of these. There is now a dedicated budget approved to support the implementation of monitoring plans.

- **Reduction in CFTC funding:** There was a significant reduction in CFTC funding during this period, with either put on hold or cancelled. Recruitment was halted, reducing capacity to deliver. A level of stability was attained towards the end of the reporting period but there were direct impacts on delivery of results, as noted in several sections of this report. Direct areas affected included long-term expert placement, which had reduced significantly by the end of the reporting period. There was limited commitment from the Secretariat

to longer-term engagement in member countries. Despite the funding challenge noted throughout this report, though, there is evidence of meaningful contribution by the Secretariat.

- **Organisational reform and restructuring:** The change in senior leadership during this period provided a new vision and direction for the organisation. The new Secretary-General prioritised reform and restructuring, and coordination of programme delivery was a key focus. However, delays in the restructuring, compounded by the reduced CFTC funding, affected the pace of programme delivery. Key technical and management staff leading strategic direction of programme delivery left the organisation while several vacancies could not be filled in time. The evaluation noted areas where strategic direction was required to advance the momentum of change.

2. Findings

This section presents the key findings of the evaluation. The strategic outcome pillars of the Secretariat are used to present the information. The programme pillars are:

1. Democracy	2. Public Institutions	3. Social Development
4. Youth	5. Economic Development	6. Small States

The SRF for each programme area is highlighted with relevant areas where there was support or engagement with the member country. This provides the backdrop against which progress can be contextualised and measured.

The Secretariat's support delivered in 2013/14–2016/17 against each programme pillar is outlined in a box for ease of reference, and below it the total expenditure for the programme. As part of the

findings, issues of relevance, efficiency, effectiveness, sustainability and impact are raised as well as challenges and any lessons learnt.

As the SRF is developed for the whole Secretariat programme and project design was also at Pan-Commonwealth level, progress against each indicator cannot be measured in relation to one country, and therefore will be consolidated at the regional and strategic level once a significant number of country evaluations have been conducted. In assessing specific progress in the member country against the SRF, a programme performance measurement framework based on the Secretariat's *Impact Pathway* has been established that recreates the theory of change (TOC) in relation to the support provided and specific to the member country. Progress against the TOC is assessed and a rating determined as shown in Table 3. Ratings range from satisfactory to unsatisfactory as indicated in Table 4.

Table 3. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
<i>Theory of change</i>				
<i>Progress to date</i>				
<i>Progress rating</i>				
<i>Comments</i>				

Table 4. Performance rating

Rating	Notes
Satisfactory	Progress is on track in relation to delivery of outputs and realisation of outcomes.
Fair	Progress is slower than expected. Challenges encountered but there is expectation that these can be addressed.
Unsatisfactory	Output not delivered. No progress at outcome level in relation to time since the outputs were delivered
N/A	Progress not expected within the reporting period, not assessed or not enough information to assess progress.

2.1 Democracy

Greater adherence to commonwealth political values and principles

No.	Result	Indicators	Grenada
1.1	Commonwealth Ministerial Action Group (CMAG) is well informed and supported to protect and promote Commonwealth values and principles	# of member countries engaging with CMAG under the enhanced mandate to respond positively to and implement CMAG's recommendations	No
1.2	Member countries engage with and benefit from the strengthened good offices of the Secretary-General	# of identified member countries engaged in Good Offices capacity that implement policy changes that reflect the advice from the Secretary-General and his/her Envoys and Advisers	Yes
1.3	Member countries conduct fair, credible and inclusive elections	# of member countries whose electoral framework has been strengthened to meet national, regional and Commonwealth standards, as indicated by: <ul style="list-style-type: none"> • Legal and constitutional frameworks in place • Institutional capacity and independence • Procedures in place 	Yes
		# of member countries where at least 10% of Commonwealth COG recommendations are in the process of being implemented within 12 months of the election taking place	Yes
		# of member countries adopting best practises and principles emerging from the Commonwealth Elections Network (CEN) in enhancing their national electoral processes	Yes
		# of national electoral management bodies that embed best practices and principles emerging from the CENs in enhancing their electoral processes	Yes
1.4	Values of 'respect and understanding' advanced	% of student participants in the Commonwealth Class Programme who report that their learning about the Commonwealth has improved their understanding of global issues	No

Context

Enshrined within the 2013 *Charter of the Commonwealth* is recognition of 'the inalienable right of individuals to participate in democratic processes, in particular through free and fair elections in shaping the society in which they live'.¹ In accordance with this, the Secretariat has observed over

130 elections in 36 countries since 1980² and was invited to observe the February 2013 Grenadian election on request from former Prime Minister Hon. Tillman Thomas.

Grenada is one the few countries in the Caribbean region that is successfully implementing the electronic system for voter registration for the

1 <http://thecommonwealth.org/sites/default/files/page/documents/CharteroftheCommonwealth.pdf>

2 <http://compass.comsec.int/our-work/programmes/observing-elections>

past 18 years. Grenada also conducted its first national referendum in 2016. There were significant decisions required that could have had a positive impact on the electoral reforms.

Commonwealth Secretariat's support

- *The Secretary-General, The Rt Hon. Patricia Scotland QC, visited in November 2017.*
- *A pre-election mission was conducted from 12 to 19 February 2013.*
- *COG conducted an election observation mission for the 19 February 2013 general election.*

2.1.1 Good Offices of the Secretary-General

The Secretary-General, The Rt Hon. Patricia Scotland QC, visited Grenada in November 2017, meeting with the Governor-General, Dame Cecile La Grenade, the Prime Minister, The Rt. Hon Keith Mitchell, and Minister of Foreign Affairs, Legal Affairs, Carriacou and Petite Martinique Affairs and Local Government Hon. Elvin Nimrod, among others.

2.1.2 Election Management

Elections and the political system within Grenada are governed by its legislative framework. The 1973 Grenada Constitution Order provides for the Parliament of Grenada and its two Chambers, the Senate and the House of Representatives. The provisions for the electoral system are to be found in Section 35 (1) of the Constitution. This includes the establishment of the *Office of the Supervisor of Elections* for the general supervision of elections – their conduct and the registration of voters. Section 53 (1) of the Constitution stipulates that a general election of the House of Representatives must occur within three months of any dissolution of Parliament. The 1993 Representation of the People Act 35 and the 2011 Representation of the People (Amendment) Act 26 provides for the franchise and registration of electors, the administration of elections and voting procedures and includes provision for election offences and petitions.³ The role of the Parliamentary Elections Office is governed by the Representation of the People Act

#35 of 1993 and Act #19 of 2006, which also provide for the:

- *Registration of all eligible voters;*
- *Preparation and issuance of voter identification cards;*
- *Preparation of the voter list;*
- *Preparation for general elections within the state of Grenada;*
- *Conducting of general elections.*⁴

At the invitation of the Prime Minister to observe the 2013 National Elections, the Secretariat conducted a pre-election mission from 12 to 19 February 2013. The assessment team met with the Governor General, the Prime Minister, the Leader of the Opposition, the Supervisor of Elections, the Commissioner of Police, political party representatives, the Executive of the Grenada Chamber of Commerce and Industry, civil society groups, the Conference of Churches, youth groups and leaders, the Commonwealth diplomatic corps and other international observer groups.

The COG participated in the national elections conducted on 19 February 2013 and observed polls in 14 constituencies, except the islands of Carriacou and Petite Martinique. Consultations were held with electoral officials, party candidates and agents, members of other international observer groups and voters. The Secretariat was afforded unfettered access to information, key interlocutors and official support to independently and objectively observe the elections. The observer mission concluded that 1) voter registration was satisfactory; 2) campaigning was peaceful; and 3) the conduct of the poll was well run.

Relevance

The Secretariat was recognised as a 'key player' by the Government of Grenada and thus invited to observe the February 2013 general election. Other key players were the CARICOM Electoral Observer Mission and the Organisation of American States Electoral Observation Mission.⁵

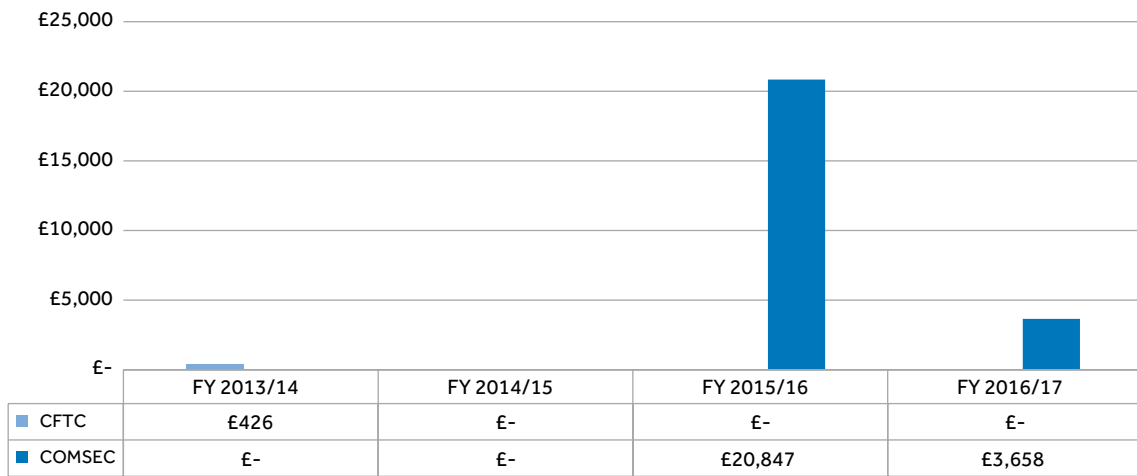
The election observation mission to Grenada (February 2017) aligned well with international

³ The Commonwealth (2013) Report of the Commonwealth Election Assessment Team: Grenada General elections: February 2013, p. 10.

⁴ Ibid.

⁵ www.caribbeanelections.com/knowledge/observers/gd_observers_reports.asp

Figure 3. Democracy Direct Programme Expenditure, 2013/14–2016/17



frameworks, national policies and priorities. **There is clear alignment with the relevant international frameworks of the UN system.**

Efficiency

The election observation mission was deemed a one-off activity with no follow-up undertaken or further engagement with Grenada. There is no clear approach within the Parliamentary Elections Office on engagement with international election observation reports. The lack of follow-up affected Grenada’s engagement with the election observation report and the implementation of recommendations. A change in the leadership of the Parliamentary Elections Office in 2014 (a year after the election), and no handover of the recommendations from the Commonwealth election observer by the prior incumbent, meant any impact was less than what could have perhaps been achieved.

The activity was delivered but there was limited presence of the Secretariat. The total budget utilised was low in comparison with other election observation missions because the observation team comprised two Secretariat staff members. Expenditure in 2015/16 related to the CEN/Junior Elections Professionals (JEPs) and mainly travel for participants. The total cost was also low because travel was limited to the Caribbean region, making regional programmes more cost effective than Pan-Commonwealth programmes.

Effectiveness

The Parliamentary Elections Office is small but effective in the administration of elections. There is

an electronic system used for voter registration that allows for continuous registration all week throughout the 18 constituency offices. The system allows for the real-time update of polling information on the website. There was considerable efficiency demonstrated in the preparation of elections in Grenada as demonstrated by the calm and readiness observed just weeks before the 2018 national elections noted by key stakeholders and media reports. It was noted that all preparation processes were complete, and all the electoral office was waiting for was the day itself. This achievement is attributed by Grenada to *‘effective laws that govern the electoral process; constant engagement with stakeholders; a level playing field; and listening to stakeholders’*.

The Parliamentary Elections Office has been actively engaged with the CEN and the JEP Programme in the region and Pan-Commonwealth. As one respondent noted, a key lesson learnt by Grenada during the CEN was the *‘importance of having a list of candidates that is flawless’* and maintaining up-to-date voter registration. This implied presenting the list of candidates as well as voter registration four times a year for verification by the public. Website accessibility was another area of learning from the CEN and the JEP Programme, which allows the general public access to the voter’s register as well as to provide verified information that can be used to update registration.

Following the 2013 general elections, the Commonwealth Election Assessment Team made a total of 25 recommendations on how elections could be improved, for consideration by the Government of Grenada. Unfortunately, for these recommendations

Table 5. Grenada Parliamentary Elections Office knowledge exchanges

Country	Date	Areas of engagement
Trinidad and Tobago	June 2016	CEN Biennial Conference – Shared Practices and Lessons Learned from the Region; currently using some of the best practices in the Parliamentary Elections Office
Guyana	2016	CEN
Jamaica	2015	JEP Programme – good practices on voter registration being applied

Table 6. Progress on implementation of election recommendations

Recommendation		Action taken by Government of Grenada
Constitutional reform – electoral commission	Need for constitutional reform in the country	<p>Addressed by referendum. Proposed changes to the current Constitution were put to the electorate by referendum on 27 October 2016. The electorate refused all 7 constitutional amendments. Voter turnout was a low 32%. The seven reform amendment bills voted were:</p> <ol style="list-style-type: none"> 1. <i>Constitution of Grenada (Caribbean Court of Justice (CCJ) and Other Justice Related Matters) (Amendment) Bill, 2015</i> 2. <i>Constitution of Grenada (Elections and Boundaries Commission) (Amendment) Bill, 2015</i> 3. <i>Constitution of Grenada (Ensuring the Appointment of Leader of the Opposition) (Amendment) Bill, 2015</i> 4. <i>Constitution of Grenada (Fixed Date for Elections) (Amendment) Bill, 2015</i> 5. <i>Constitution of Grenada (Name of State) (Amendment) Bill, 2015</i> 6. <i>Constitution of Grenada (Rights and Freedoms) (Amendment) Bill, 2015</i> 7. <i>Constitution of Grenada (Term of Office of Prime Minister) (Amendment) Bill, 2015</i>
	Commonwealth Secretariat should be responsive to any specific requests from authorities in Grenada for support in the field of good governance and the strengthening of democracy.	<p>Addressed by the Commonwealth Secretariat. Additional programming was seen to take place in the areas of legislative reform, the establishment of an NHRI and the establishment of an Integrity Commission.</p>

(Continued)

Table 6. Progress on implementation of election recommendations (*Continued*)

Recommendation	Action taken by Government of Grenada
Government should engage in meaningful dialogue with opposition voters who find themselves with no elected members in the House of Representatives.	Progress not assessed.
The first-past-the-post system creates a perception of inequality, political exclusion and inordinate imbalances.	Not addressed. The 13 March 2018 election operated within the context of the first-past-the-post system.
The terms of reference (TOR) of the Constitutional Reform Commission should include the mode and mechanism for the appointment of the Supervisor of Elections and the Boundaries Commission.	Addressed by referendum. However, the electorate rejected the proposed constitutional reform to 'replace the <i>Constituency Boundaries Commission and the Supervisor of the Elections with an Elections and Boundaries Commission</i> ' (<i>Ballot Paper No. 2 – Elections and Boundaries Commission</i>) that would have allowed for this recommendation. Civil society organisations cited concerns that this constitutional reform would not solve the problem of the Commission being 'politically charged'.
It is recommended that the Parliamentary Elections Office be upgraded to an Electoral Commission and the appropriate constitutional and legislative arrangements be enacted ensuring independence in operations and funding.	Not addressed. As of March 2018, the Office had not been upgraded to a Commission.
The Parliamentary Elections Office should stipulate in correspondence to political parties on application for the use of a symbol that the symbol can appear on the ballot paper only after receiving parliamentary affirmation. Applications for symbols should be expeditiously processed	Addressed. In 2017 parliamentary approval was given to legislation to add symbols: <i>Representation of the People (Election Symbols) (Amendment) (No. 2) Regulations 2017.</i>
Secrecy of the ballot Greater care should be exercised in ensuring that presiding officers uniformly interpret and apply procedures for the casting of the ballot for vision-impaired persons.	Not addressed. Legislation was deemed to already address this. House of Representatives (Elections) Ordinance Chapter 160 Revised Laws of Grenada 1958 PART III <i>'... friend to accompany the blind elector into the voting compartment and mark the voting paper for him. No person shall at any election be allowed to act as the friend of more than one blind elector.'</i>

(Continued)

Table 6. Progress on implementation of election recommendations (*Continued*)

Recommendation		Action taken by Government of Grenada
Review of electoral boundaries	It was observed that there is a wide variation in the number of electors in respects of some constituencies, which clearly goes against the basic principles of boundary delimitation.	<i>Progress not assessed</i>
	A fresh delimitation of the boundaries appears necessary and desirable and a newly constituted Boundaries Commission should address this issue.	<i>Progress not assessed.</i>
Continuous updating of the voter list	The register of electors should be more meticulously updated at regular intervals (currently every three months) and there should be removal of deceased persons from the lists and name changes reflected.	Not addressed. The update is still every three months. Removal of the deceased from diaspora countries poses a particular challenge as does registration of Commonwealth citizens with regard to applicants accurately providing proof of their entry into Grenada and of their Commonwealth parentage. Registration is voluntary, with over 78,343 people registered. Since 2012, mobile registration has been available for those unable to travel. On-line accessibility allows people to double-check their status and where they should vote.
Campaign finance legislation	There is broad-based support for and recognition of the need for campaign financing rules and regulations, including, but not limited to, the disclosure of donations. There appears a preference for a holistic region-wide approach to the topic, which the Commonwealth Secretariat would be able to coordinate and guide by providing the necessary technical support and workshops.	Not addressed. This was considered not relevant as funding for the Parliamentary elections office comes from the Governor General – who is deemed non-political and independent. Concerns were tabled by civil society organisations that the anti-corruption body – the Integrity Commission – was engaged with political parties but they were unsure on which issues.
	Parliament should engage the public in an education drive and debate receiving comments from the public, and especially opposition parties, civil society and other non-state actors, on the proposed introduction of legislation that would govern campaign finance and the disclosure of funding.	<i>Progress not assessed.</i>
	Legislation should be proposed that ensures transparency, accountability and reporting of party incomes and expenses.	<i>Progress not assessed.</i>

(Continued)

Table 6. Progress on implementation of election recommendations (*Continued*)

Recommendation		Action taken by Government of Grenada
	Banning of all foreign (non-Grenadian) contributions to political parties for any purpose.	<i>Progress not assessed.</i>
	Strengthening and continuous operation of the Integrity Commission allowing for the strengthening of auditing and reporting mechanisms surrounding an election.	<i>Progress not assessed.</i>
	Empower the Integrity Commission to oversee campaign financing.	<i>Progress not assessed.</i>
Local observers groups strengthened	Formalising and strengthening the role of civil society and training of local observer groups should be considered a priority that the Secretariat is also well suited to provide.	Not addressed. This was deemed a good idea but would require a change in the law and this is dependent on Parliament.
Media	The Media Broadcasting Authority/ Commission to look into the possibility of allocating free airtime to political parties.	<i>Progress not assessed.</i>
	The media may well benefit from the establishment of a code of conduct on political reporting .	Not addressed. The media has responsibility on the do's and don'ts of reporting. There is wide consultation with civil society and the media has more access to on-line information and data/statistics in order that they can accurately report on the elections.
Code of political conduct	Political parties to familiarise themselves with voluntary codes of conduct for political campaigning and consensus to be reached by all parties well before the next election.	<i>Progress not assessed.</i>
	Mechanisms to increase women's participation in election and representation in Parliament .	Not addressed by Parliament. However, for the March 2018 elections, both leading parties increased the number of women candidates – the New National Party fielding seven female candidates of 15 total – and the National Democratic Congress three out of 15 total.
Role of women in electoral process	It is recommended that measures be considered by Parliament to overcome evident barriers and to encourage greater participation by women in the electoral process.	Not addressed by Parliament. However, for the March 2018 elections, both leading parties increased the number of women candidates – the New National Party fielding seven female candidates of 15 total – and the National Democratic Congress three out of 15 total.

to yield demonstrable results and create impact, on-going support and follow-up would have been required. It was observed that the legacy and imprint left by the election observation mission were weak; however, implementation of the recommendations is also based on political will and priorities. The country had to own the recommendations as well as have follow-up from the Secretariat.

The evaluation assessed the extent to which these recommendations were implemented, particularly as the country was preparing for the next elections. Four of the recommendations were addressed; nine were not addressed but there were some comments provided on the status; and no information was available at the time of evaluation on the remaining twelve recommendations. Implementation of the recommendations was attributed to the electoral reform actions

undertaken by the Government of Grenada. However, it is unclear if the Government of Grenada was acting on the Secretariat's recommendations or not. Therefore, no causal link between recommendation and impact can be plausibly demonstrated. Table 6 shows progress on implementation of the recommendations.

Sustainability

The electoral reforms instituted by the government and embedded in legislation will sustain the progress so far achieved, particularly on the introduction of symbols. However, the key proposed constitutional reform – the Elections and Boundaries Commission (Amendment) Bill, 2015 – was not passed at the referendum. **The delay in passing this bill will have significant effects on the implementation of electoral reforms.**

Table 7. Programme performance

Impact Pathway	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	Pre-election observation missions conducted Election observation mission conducted Follow-up of election recommendations Grenada participates in CEN Biennial Conference and JEP Programme	National engagement and consultation on election observation report National action plan drawn on implementation on election recommendations	National action plan on implementation of election recommendations implemented	Improvement in electoral processes
Progress to date	Pre-election and election observation missions conducted No follow-up conducted on election recommendations Grenada participated in CEN and JEP Programme	No clear national engagement with election report or recommendations; No national action plan drawn on implementation of election recommendations; however, some level of implementation of recommendations	No national action plan in place 16% of election recommendations implemented in line with the electoral reforms	There is some good progress in the efficiency in delivering the elections; however, some fundamental recommendations that would contribute to significant improvements have not yet been implemented
Progress rating				
Comments	Much as there have been improvements in electoral processes, these cannot be directly attributed to the implementation of the election recommendations but rather to the electoral reforms. A total of 84% of recommendations are still outstanding, which, if implemented, would considerably improve Grenada's electoral processes.			

2.2 Public Institutions

More effective, efficient and equitable public administration

No.	Result	Indicators	Grenada
2.1	Effective institutions and mechanisms for the promotion and protection of human rights	<p># of targeted member countries with new or more effective NHRIs as indicated by:</p> <ul style="list-style-type: none"> Enabling legislation adopted and compliant with Paris Principles Fully operational Movement towards 'A' status 	Yes
2.2	Improved and constructive engagement of member countries in the UN UPR process	<p># of targeted member countries that engage constructively with the UN UPR as indicated by:</p> <ul style="list-style-type: none"> Quality reporting to the office of the UN High Commissioner for Refugees Undergoing examination in a constructive manner Implementing accepted recommendations 	Yes
		<p># of key regional human rights issues progressively addressed by Commonwealth Parliamentary Human Rights Groups</p>	Yes
2.3	Effective mechanisms ensuring the autonomous and harmonious operation of three branches of government and strengthened independence of the judiciary	<p># of member countries with issues on the separation of powers that reform their constitutional and statutory provisions in order to uphold the Commonwealth (Latimer House) Principles</p>	No
		<p># of member countries with issues on the appointment and removal of judges that establish procedures that provide for the appointment, discipline and removal of judges in accordance with the Commonwealth (Latimer House) Principles</p>	No
		<p># of member countries without continuous judicial education and adequate resources for the judicial system that institute reforms to strengthen the cognitive and institutional aspects of the independence of the judiciary</p>	No
2.4	National institutions effectively facilitating the administration and delivery of the rule of law and justice	<p># of member countries with weak capacity and judicial institutions using Secretariat guidelines, tools and model laws/regulations to strengthen the administration and delivery of justice</p>	Yes
		<p>% of member countries without the relevant constitutional and statutory provisions making substantial progress in creating legal frameworks for the (i) effective delivery of justice and (ii) promotion of reforms conducive to sustainable development</p>	Yes
		<p># of member countries where justice and law enforcement institutions are weak effecting administrative reforms to strengthen those institutions</p>	Yes
2.5	Improved public administration	<p># member countries with effective, accountable and transparent targeted public institutions in the efficient delivery of services as indicated by the existence and functioning of at least five of nine institutions outlined below:</p> <ul style="list-style-type: none"> Public Policy Coordination and Implementation Unit Public Service Commission Ministry of Establishment Public Procurement Regulatory Agency Internal Audit Department Supreme Audit Institution Public Accounts Committee Finance Committee of Parliament Anti-Corruption Agencies 	Yes

Context

Well-performing public institutions are critical for establishing and sustaining democracy, good governance and development. The Secretariat had extensive engagement in Grenada in the area of public institutions within Human Rights, Rule of Law and Public Administration. Technical support in the legislative support to Grenada was prominent in the period under review.

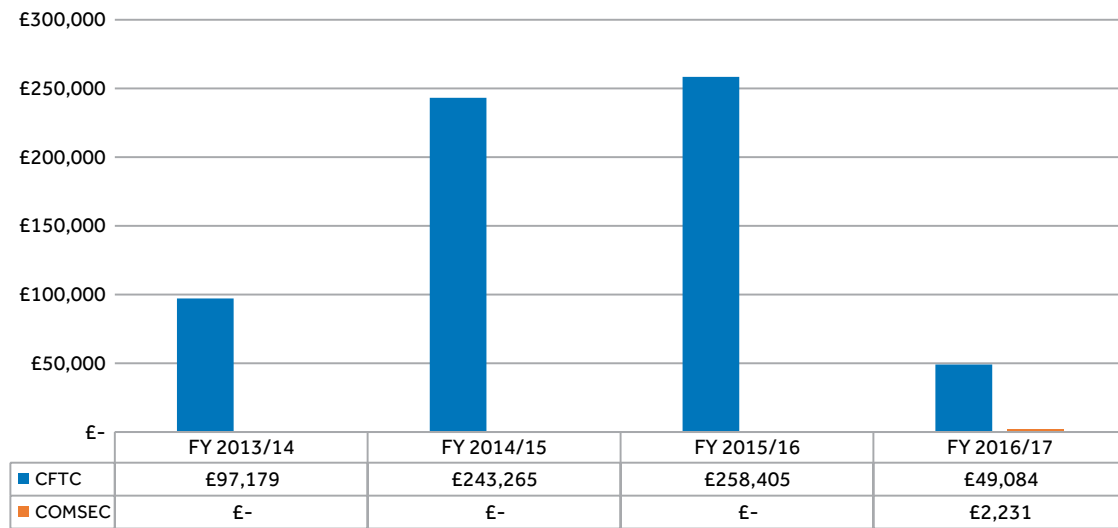
2.2.1 Human Rights

During the period under review, the Secretariat's Human Rights Unit (HRU) carried out multiple interventions in Grenada. This included support to the government's efforts to take steps towards establishing an NHRI. In June 2016, HRU convened a national dialogue with key stakeholders in government, Parliament and national institutions to create awareness and understanding on the

Commonwealth Secretariat's support

- *The Secretariat engaged with the Government of Grenada on establishing an NHRI.*
- *The Secretariat supported CARICOM member countries on UPR processes, including preparation for the UPR process and follow-up on recommendations through seminars conducted in 2010 and 2012.*
- *The Secretariat provided technical assistance to the Constitutional Reform Advisory Committee (CRAC) of Grenada on a public education campaign during the 2016 referendum:*
 - *CFTC Expert – Senior Commercial Counsel, Attorney General's Office (2012–2016);*
 - *CFTC Expert – Legislative Drafter, Attorney General's Office (2015–2016);*
 - *CFTC Experts – Regional Advisers (Legislative Drafters) based in CARICOM (2010–2014) and supporting Grenada on a number of projects.*
- *The first Commonwealth Regional Conference for Heads of Integrity Commissions and Anti-Corruption Bodies in the Caribbean was held in St George's, Grenada, on 22–26 June 2015, on Strengthening Integrity Commissions and Anti-Corruption Bodies in the Commonwealth Caribbean.*
- *The second Heads of Integrity Commissions and Anti-Corruption Bodies meeting was held in Trinidad and Tobago in June 2016, on the Role of Integrity Commissions and Anti-Corruption Bodies in Transforming the Commonwealth Caribbean.*
- *The third Regional Conference for Heads of Integrity Commissions and Anti-Corruption Bodies in the Caribbean was held in Kingston, Jamaica, on 24–28 April 2017, on the Anti-Corruption Agenda: Today, Tomorrow, the Region and Beyond.*
- *A training workshop was held on Anti-Corruption and Good Governance in St George's, Grenada, on 19–23 September 2016, on Effecting Better Synergies between All the Anti-Corruption Agencies in Grenada and the Development of Ideas for the National Anti-Corruption Strategic Plan.*
- *Training workshops were held with the Integrity Commission in St George's, Grenada, on 13–17 November 2017, on Cohesive Leadership and Team Building, Strategic Planning and Global Procurement Best Practices; and Effective Management of Integrity Commission and other Public Sector Organisations in Grenada towards Achieving Sustainable Development Goal (SDG) 16.*
- *An Exchange Learning Conference was held in collaboration with Ghana's Internal Audit Agency in Accra, Ghana, on 14–18 May 2018, on Achieving Sustainable Development – the Value-Added Role of Internal Audit and Enterprise Risk Management.*
- *A Regional Internal Audit and Public Procurement Round Table Meeting was held in Barbados, on 23–24 June 2016, on Strengthening Institutional Oversight of Public Financial Management Systems and Processes: Assessing Challenges facing Commonwealth Caribbean in Delivering Effective Internal Audit and Public Procurement Oversight.*

Figure 4. Public Institutions direct programme expenditure, 2013/14–2016/17



importance and benefits of establishing an NHRI, to demystify the establishment process, to encourage the government to pursue establishment in accordance with best practice and in a manner appropriate to the context and to garner support from key ministries to participate in the NHRI establishment process. Secretariat support to the establishment of an NHRI is on-going. When Grenada completes the process, it will become the first Caribbean nation to establish an NHRI that is compliant with the Paris Principles. HRU also carried out missions to Grenada in October and November 2016 to provide technical assistance to the independent CRAC of Grenada to raise awareness on the Rights & Freedoms Amendment Bill.

Relevance

The Secretariat is commended by Grenada for being responsive to the technical needs in Human Rights for the Government of Grenada as indicated in a blog from a Senior Foreign Service Officer from Grenada.

'I am truly inspired by the technical human rights expertise and assistance provided by the Commonwealth Secretariat. I am appreciative of the frank and respectful manner in which our engagements take place. When I feel overwhelmed, I am comforted knowing that they are only a phone call or an e-mail away and I am always, always assured of help. I feel very much a part of the Commonwealth family and I would like to place on record, the gratitude of the Government and people of Grenada for all the assistance received from the Secretariat. I look forward with great anticipation to greater collaboration in the future.'

Efficiency

The Secretariat spent a total of £29,696 on its Human Rights programme in the period under evaluation; however, all costs were incurred in FY2016/17, when most of the activities were conducted. Most of the expenditure was on convening of meetings and travel for staff and the Ombudsman of Namibia, who provided technical expertise. The technical input provided by the Ombudsman of Namibia and the Secretariat was far higher than the unit cost incurred. Direct delivery of the programmes by the Secretariat and calling on expertise from within the Commonwealth reduces the total of delivery, making it an efficient approach to programme delivery.

Effectiveness

UPR and treaty body reporting: The Secretariat has supported CARICOM member countries on UPR processes, including preparation for the UPR process and follow-up on recommendations through seminars conducted in 2010 and 2012. Grenada hosted the Caribbean Regional Best Practice Knowledge Platform on UPR and Treaty Bodies in June 2018 organised by HRU. Grenada identified four key reports to be submitted for reporting, for the International Covenant on Civil and Political Rights; the International Covenant on Economic, Social and Cultural Rights; the Convention on the Elimination of Discrimination against Women; and the Convention on the Rights of Persons with Disabilities. A National Coordinating Committee that oversees reporting to UN mechanisms was established. Technical committees, comprising membership from Legal Affairs, Foreign Affairs and technical teams from

relevant ministries, have been established for all the identified reports and progress is underway in the drafting. The National Committee reviews drafts before submitting them to Cabinet for approval. Grenada has adopted the model of submitting combined periodic reports to relevant treaty bodies to make up for the number of years it has not reported. This approach was highlighted as a case study for learning in the June 2018 regional platform hosted by Grenada. A key lesson learnt in the UPR reporting, particularly for a small country like Grenada, is to prioritise recommendations and only take forward what is feasible within the available resources. The areas of legislative reform prioritised in Grenada include domestic violence and amendment of the Criminal Code.

As a direct result of implementing UPR recommendations, legislation on domestic violence and abuse-related crimes is being implemented.

For example, a 20-year case which had previously been side-lined had now been taken to court as a result of the legislation. The implementation of legislation on domestic violence and abuse-related crimes is an area that has been identified by Grenada for impact assessment.

National Human Rights Institution: The Government of Grenada agreed to implement recommendations from the first two cycles of the UPR process on the establishment of an NHRI.

The Secretariat's support to the establishment of an NHRI in Grenada started in 2016. The Secretariat noted that the '*process of establishing a National Human Rights Institution can take several years. There are several stages to this process, including a national stakeholder conference to hear the views of all stakeholders about the model, powers and mandate of the proposed NHRI; the drafting of legislation; the*

Figure 5. Progress on establishment of an NHRI in Grenada



*parliamentary process; the allocation of a budget, offices, etc.; the appointment of commissioners; the recruitment of staff; the training of commissioners and staff; the development of a strategic plan; implementing a portfolio of work which complies with the Paris Principles; and applying for accreditation under the Paris Principles.*⁶

To initiate the establishment process, the Secretariat concluded the first phase of national stakeholder consultations with high-level leadership, including ministers and technical officers and officials involved in policy-making. Various models were presented with technical support from the Ombudsman of Namibia that Grenada could adopt. The second phase was held in June 2018. The focus was on NHRI models that will be recommended to Cabinet. Figure 5 shows the steps through which Grenada will have to progress in order to have an 'A'-accredited NHRI. At the time of the evaluation, Grenada was at Stage three of the process. Although the establishment process is still in its infancy, progress in Grenada compared with the region is advanced.

Grenada acknowledged the assistance received from the Secretariat in its journey to establish a Paris Principles-compliant NHRI, stating that *'the Commonwealth Secretariat is helping us implement the recommendations accepted during our last review. It has heeded our request for support in establishing an NHRI and is helping us improve on our commitments to treaty bodies by submitting outstanding reports.'*⁷

Grenada referendum: The Secretariat provided technical assistance to the CRAC of Grenada on its public education campaign on the proposed fundamental Rights & Freedoms Bill during the 2016 referendum. A total of seven amendment bills were presented to the public following comprehensive public education and awareness campaigns. The amendments would have been approved if two-thirds of valid votes had been cast in favour. However, voters rejected all seven proposals. This was the first referendum in Grenada's history. The seven amendments were:

1. *The CCJ becomes the final court of appeal (as opposed to the Privy Council of the UK); renaming the Supreme Court of Grenada and the West Indies Associated States as the 'Eastern Caribbean Supreme Court'; introducing a code of conduct for civil servants; changing the oath of allegiance so that allegiance is sworn to Grenada instead of the Queen (CCJ and Other Justice Related Matters);*
2. *Creation of an Elections and Boundaries Commission to replace the Constituency Boundaries Commission and the Supervisor of Elections (Elections and Boundaries Commission);*
3. *Allow the leader of the party with the most votes to be appointed leader of the opposition and to sit in the House of Representatives if the second-placed party fails to win a seat in a general election (Ensuring a Leader of the Opposition);*
4. *Introduce fixed dates for elections, with the caveat that a vote of no confidence may trigger an early election (Fixed Date for Elections);*
5. *Changing the official name of the State of Grenada to 'Grenada, Carriacou and Petite Martinique' (Name of State);*
6. *Expansion of the list of fundamental rights and freedoms (Rights and Freedoms);*
7. *Limiting the Prime Minister to three consecutive terms in office (Term of Office of Prime Minister).*

The outcome of the referendum affected a number of planned reforms.

Sustainability

The institutional framework to promote and protect human rights is anchored on national structures that ensure ownership and sustainability. Progress on UPR and treaty body reporting is expected to be sustained because the National Coordinating Committee reports to Cabinet. The National Coordinating Committee draws on technical sub-committees that facilitate national engagement and anchors all reporting.

2.2.2 Rule of Law

The Rule of Law work was primarily centred on the provision of technical assistance. The provision of CFTC legislative drafting expertise allowed the

6 <http://thecommonwealth.org/media/news/time-for-a-caribbean-state-to-take-the-lead-on-human-rights>

7 <http://thecommonwealth.org/media/news/grenada-commonwealth-strengthens-participation-work-human-rights-council>

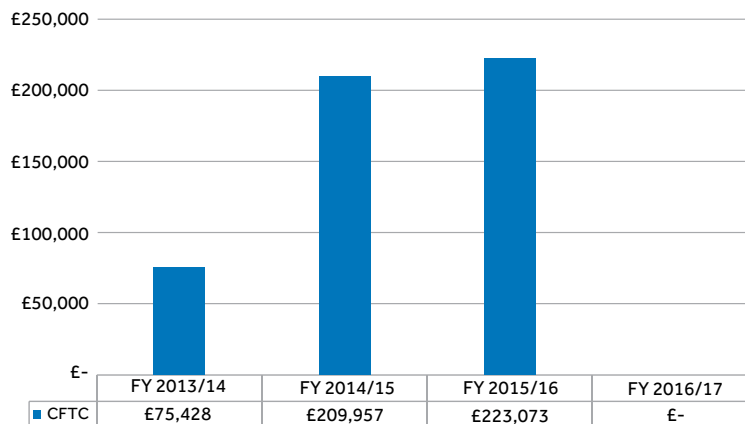
Table 8. Programme performance

Impact Pathway	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<p>UPR and treaty body reporting supported</p> <p>Support provided to establishment of an NHRI</p> <p>Support provided to public education campaign on proposed fundamental Rights & Freedoms Bill at national referendum</p>	<p>Timely reporting of Grenada on UPR and treaty bodies</p> <p>Model agreed for establishment of NHRI</p> <p>Proposed fundamental Rights & Freedoms Bill passed in referendum</p>	<p>National reforms in area of human rights started following passing of Bill</p> <p>Legislation developed and passed by Parliament; Strategic Plan developed to facilitate establishment and functioning of NHRI in compliance with Paris Principles</p> <p>Overdue reports to relevant treaty bodies finalised and submitted</p> <p>Follow-up on UPR and treaty body recommendations conducted</p>	<p>NHRI accreditation process complete and Grenada achieves A status in accreditation process</p> <p>Grenada complies with its international commitments under relevant core human rights instruments, to which it has become party</p>
Progress to date	<p>UPR and treaty body reporting is an on-going process</p> <p>Establishment of NHRI still at its initial stages, but progress to date has been satisfactory</p> <p>Technical support provided in run-up to referendum as required and stakeholders commended it as satisfactory despite outcome</p>	<p>Timely reports submitted by Grenada to UPR and treaty bodies</p> <p>Stakeholders in Grenada actively engaged in decision and process of establishment NHRI; progress is satisfactory</p> <p>All seven Amendment Bills were not passed in referendum</p>	<p>Too early to assess progress</p>	<p>Too early to assess progress</p>
Progress rating				
Comments	<p>Progress, particularly on establishment of an NHRI, is still at the initial stage. There is satisfactory progress on the delivery of outputs so far. Stakeholder engagement is holistic at the national level, and, despite the slow pace, this is satisfactory. On the referendum, delivery of outputs did not match the expected outcome; however, the process was transparent and allowed for open and meaningful engagement nationally on pertinent issues.</p>			

Secretariat to support the Government of Grenada with legislative drafting capacity and to provide support for the law reform process in specific thematic areas related to the IMF SAP and also requirements set by CARICOM for regional model legislation. Equally, and perhaps only because of the coincidental focus on

fiscal legislation for the Secretariat rather than by design, did such support also fulfil requirements under the Secretariat's Economic Development programme – advocate for fair and inclusive economic systems; enhancing trade capacity and managing debt effectively and sustainably.

Figure 6. Technical assistance direct programme expenditure, 2013/14–2016/17



Relevance

Underpinning the requirements of a 'Home-grown' IMF SAP was the **need to have far-reaching fiscal legislation that would support sustainability, economic growth and development**. The three-year Home-grown IMF SAP for Grenada began in January 2014 with the broad objectives to (i) boost inclusive growth and job creation and (ii) restore fiscal and debt sustainability. **The work of CFTC expert legislative drafters filled a capacity gap in the Grenadian legislative drafting offices and also the CARICOM Secretariat to produce legislation that would meet the needs of the Government of Grenada and CARICOM, respectively.**

Some of the evidence of relevance is as follows: stakeholder engagement was evident in the process of passing pieces of legislation; the Drafting Unit reported utilising drafting manuals produced; and lessons from regional capacity-building workshops were still being applied, such as *'Domestic relevance of a treaty; how to include provisions of treaties into a bill to give effect to different treaties.'*

Efficiency

Technical assistance delivered through resident and regional CFTC experts delivered real-time expertise required. The total cost for expert placement in-country was **£508,459** as shown in Figure 6. (*This cost is included in overall the Public Administration cost above.*) **Considering the number of pieces of legislation produced and passed during this period, this represents good value for money.** Regional CFTC experts delivered a significant amount of their work virtually and engaged with member countries by telephone and through video calls in an effort to reduce costs and increase their input in responding to the needs of the member countries.

Effectiveness

Establishment of the Legislative Drafting Unit: The Secretariat with support of a CFTC expert deployed in the Attorney Generals' Office of Grenada outside the reporting period (2009–2012) established the Drafting Unit in Grenada. Grenada commended the work that laid the foundation for all the legislative work carried out within the Office. Systems and processes established were still in operation and sustained to date. This included establishing all the systems and processes and laying grounds for the recruitment of the legislative drafters. One of the established systems is for the legislative drafters to attend sittings of the Upper and Lower House, a process that has become the norm for drafters.

Legislative drafting: Extensive demands were placed on the government as part of the Home-grown SAP to review and develop new legislation. In total, 66 pieces of legislation needed to be developed, amended or reviewed. The Secretariat placed legislative drafters in Grenada on both a short- and a long-term basis. Grenada also benefited from legislative drafters placed by the Secretariat in CARICOM, as shown in the box below.

CFTC short- and long-term experts

- *Macro-economic Planner/Adviser, Ministry of Finance (November 2014–November 2015)*
- *Senior Commercial Counsel, Attorney General's Office (2012–2016)*
- *Policy Adviser, Prime Minister's Office (2014–2016)*
- *Legislative Drafter, Attorney General's Office (2015–2016)*
- *Regional Advisers (Legislative Drafter) based in CARICOM (2010–2014)*

Table 9. Progress on legislation drafted

No.	Legislation	Drafting	Status
1.	6 draft bills for CRAC, 2015	Completed	Evaluation could not ascertain progress
2.	Labour Relations Bill	Completed	Pending Labour Advisory Board review
3.	Employment Bill of 2015	Completed	Pending Labour Advisory Board review
4.	Occupational Safety and Health Bill	Completed	Drafting completed; still a number of unresolved technical policy issues
5.	Timeshare and Vacation Plan Bill Act No. 3 of 2016	Completed	Passed and came into force by SRO No. 35 of 2016
6.	Bankruptcy and Insolvency Act No. 15 of 2016	Completed	Passed and came into force by SRO No. 50 of 2016
7.	Geographic Indicator Bill	Completed	Awaiting final comments from Registrar
8.	Industrial Designs Bill	Completed	Awaiting final comments from Registrar
9.	Grenada Solid Waste Management Authority Bill	Completed	Minor changes made to original Act but not by CFTC expert owing to time constraints; status unknown
10.	Constitution of Grenada (Term of Office of Prime Minister) (Amendment) Bill, 2016	Completed	Passed 2016 (SRO Unavailable)
11.	Proceeds of Crime (Anti-Money Laundering and Terrorism Financing) (Amendment) Guidelines	Completed	Passed and came into force by SRO No. 24 of 2013
12.	Proceeds of Crime (Anti-Money Laundering and Terrorism Financing) (Amendment) Regulations	Completed	Passed and came into force by SRO No. 25 of 2013
13.	Terrorism (Amendment) Act No. 35 of 2013	Completed	In force but no actual details available
14.	Criminal Code (Amendment)	Completed	No information on progress
15.	Investment Act No. 42 of 2014	Completed	Came into force by SRO No. 31 of 2016
16.	Public Procurement and Disposal of Public Property Act No. 39 of 2014	Completed	Passed and came into force: Public Procurement and Disposal of Public Property Regulations SRO No. 32 of 2015 Public Procurement and Disposal of Public Property (Disposal Committee) Regulations SRO No. 30 of 2015 Public Procurement and Disposal of Public Property Act (Public Procurement Review Commission) Regulations SRO No. 31 of 2015 Details on implementation in section below
17.	Free Zone Act of 2015	Completed	Passed in 2015
18.	Citizenship by Investment Act No. 15 of 2013	Completed	Passed and came into force in 2014 Details on implementation in section below

The evaluation assessed progress on a number of legislations, most of which were passed and under implementation.

Implementation of Public Procurement Act 2014:

The Senior Commercial Counsel in the Attorney General's Office (see more details below) drafted the Public Procurement Act as part of the Fiscal Adjustment and Reforms Programme and was also instrumental in the development of new procurement framework, including capacity-building. All public entities were brought under a management framework. At the time of evaluation, it was noted that the Act was passed in August 2014 and the supporting regulations were passed in September 2015, and the former CFTC expert that drafted the Procurement Act was appointed as a member of the Procurement Board. Implementation of the Act started in 2016. Major institutions were established as part of implementing the Act. These include Public Procurement Board appointed and functional; Review Commission established and functional; Procurement Secretariat established and already staffed, supporting the operations of the Board; and Procurement Units to be established in all ministries. At the time of the evaluation, four ministries had made good progress in the establishment of procurement units in line with the Act: Finance, Works, Health and Education.

Implementation of Citizenship by Investment Act 2013:

The Senior Commercial Council in the Attorney General's Office also drafted Grenada's Citizenship by Investment Act 2013. The Act was passed in 2014 and fully operational and creating a new revenue stream for the government. CS Global Partners notes that 'citizenship by investment provides a direct route to legally acquiring citizenship via an investment or contribution to the economy of a nation. St Kitts and Nevis, Dominica, Grenada, Saint Lucia, Antigua and Barbuda, Malta, and Cyprus, all offer citizenship programmes that afford high-net-worth investors the chance to acquire dual citizenship.'⁸ Grenada restructured, redeveloped and re-launched its Citizenship by Investment Programme in 2013 following enactment, which has generated a significant amount of income for Grenada. According to Investment Migration Insider in 2017,

the 'Citizenship by Investment Fund now account[s] for as much as 15% of Grenada's GDP.'⁹ In 2017, official statistics from Grenada's Ministry of Finance and Energy (also now known as the Ministry of Finance, Planning, Economic Development & Physical Development) showed the number of applications had tripled to 300 per cent and the programme was on track to raise \$150 million in 2017.¹⁰

The Secretariat was commended in the 2015 Budget presentation to Parliament on the placement of the CFTC Expert on Commercial Counsel as noted below:

'The Commonwealth Secretariat afforded Grenada the services of an Expert on Commercial Counsel who has the responsibility for providing the Government with advice and support on all commercial and investment matters that the Government is engaged in.'

'The Expert has been engaged in the building of the institutional capacity and strengthening of negotiation capacity within the Office of Attorney General to effectively lead and manage current and future investment initiatives.'

'The Government is now better positioned to negotiate and conclude development and investment proposals which in turn foster greater economic growth and development for the country.'

'The strengthening of institutional capacity has also been extended to other Ministries, departments, agencies, statutory bodies and state-owned enterprises to enhance knowledge and appreciation for the techniques for the elimination of risk and exposure of Government, such that Government's interests are now being much better protected.'

Regional legislative drafters: Four CFTC legislative drafters were placed at CARICOM to enhance regional capacity in legislative drafting. The experts drafted model legislations and shared with regional member countries; provided legal advice on what is permissible in line with the Constitution; assisted member countries to translate model provisions into domestic legislations; and conducted training programmes. Grenada

8 https://csglobalpartners.com/citizenship-by-investment/?gclid=Cj0KCCQjwg73kBRDVARIsAF-kEH_INaCMctEGFKBLdoOtsWB4flb5FoNiJS7boz8ltgqlr_YZb44tDKoaAjiwEALw_wcB

9 <https://www.imidaily.com/caribbean/grenada-cip-revenue-double-2017-usd130m-according-ciu-boss/>

10 <https://www.imidaily.com/caribbean/grenada-cip-applications-300-since-last-year-program-track-bring-us150m-2017/>

A Commonwealth CFTC expert – Senior Commercial Counsel was placed in Grenada in the Attorney General's Office, Ministry of Legal Affairs, in 2012–2016, at the request of the government as it had entered investment and commercial agreements that were resulting in significant contractual and financial risk and losses. These risks and losses owed to absence of sound legal and commercial advice; inadequate negotiation capacity to engage with foreign investors; lack of necessary legal due diligence; inadequate legal and commercial expertise to oversee legal issues arising from contracts and disputes; absence of legal and economic appraisal and analysis of investment proposals; and limited human capacity to undertake effective contractual analysis of investment proposals.

The expert was responsible for providing the Government of Grenada with legal and commercial support and advice on all commercial and investment matters that it was engaged in. Some of the achievements and outcomes realised during this assignment are noted below.

Key achievements

- Institutional capacity-building within the Attorney General's Office to effectively lead and manage current and future investment initiatives has been achieved in full with two understudies identified, assigned and engaged in on-going matters and exposed to complex legal issues, commercial and investment matters and transaction management.
- The government is now better positioned to negotiate and conclude development and investment proposals. The project has brought depth to the negotiation and conclusion of investment and development proposals.
- The Attorney General's Office is now directly responsible for the vetting, negotiation and approval of all investment proposals and draft agreements.
- There has been heightened emphasis on due process during the period 2013 to the present by the Prime Minister and Cabinet.
- Successes and achievements most notably are represented in a shift in behaviour and attitudes at the highest level of government and across the board.
- The expert provided much-needed senior interface with the IMF and World Bank regarding the Home-grown SAP, thus facilitating the drawdown of funding. The project ensured IMF proposals were relevant and sustainable for economic growth and development for Grenada.
- Investment of \$2 billion in the tourism sector has been secured through investment agreements with Sandals, Silver Sands and, Mount Hartman Estates.
- Commercialisation of agricultural estates by way of public–private partnership arrangements has occurred.
- Citizen by Investment Programme: Investment Migration Insider reported that the combined revenue from property investment, National Transformation Fund contributions and Citizenship by Investment fees amounted to \$74.9 million by the end of June 2017, which would indicate the small island nation could see \$150 million in Citizenship by Investment income for 2017 as a whole, or a staggering 15 per cent of its GDP.¹¹

Ms Kaisha Ince, Former CFTC Expert, who served as the Senior Commercial Counsel of the Attorney General's Office, Ministry of Legal Affairs, from 2012 to 2016 is now the Permanent Secretary in the Office of the Prime Minister; at the time of evaluation, she was continuing to provide legal counsel to the Office of the Prime Minister; Chair of the Grenada Citizen by Investment Programme; and member of the Board of Public Procurement.

¹¹ <https://www.imidaily.com/caribbean/grenada-cip-applications-300-since-last-year-program-track-bring-us150m-2017/>

Table 10. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<p>Legislation drafted in response to national needs</p> <p>National legislative capacity developed</p> <p>Legislative manuals developed and delivered</p>	<p>Stakeholders engage with legislation drafted</p> <p>Legislative drafting resource materials used by Drafting Unit</p>	<p>Legislation passed by Parliament</p> <p>Increased capacity for legislative drafting within Drafting Unit</p>	<p>Legislation implemented and supports national reforms</p>
Progress to date	<p>At least 19 pieces of legislation drafted</p> <p>Grenada participated and also hosted regional legislative drafting training programme</p>	<p>Stakeholder engagement evident in the process of passing legislation</p> <p>Drafting Unit reported using drafting manuals produced</p>	<p>One staff member in Drafting Unit completed post-graduate diploma in legislative drafting at Athabasca</p> <p>CFTC Expert on Commercial Counsel retained in Grenada as Permanent Secretary in Office of Prime Minister and still providing legislative support</p>	<p>Evaluation could not assess and verify status of all implementation of all legislation; however, substantive evidence of implementation of Public Procurement Act that was followed up; Citizenship by Investment Act; and Fiscal Responsibility Act</p>
Progress rating				
Comments	<p>Significant progress was noted in the legislative drafting process and tangible impact on the ground on implementation of passed legislation. Capacity within the Drafting Unit is still low and challenged by on-going drafting needs.</p>			

benefited from all these supports. Some of the pieces of legislation supported have already been passed and are currently under implementation. These include:

- *The Anti-Money Laundering and Terrorist Financing (Amendments) Regulations;*
- *The Terrorism (Amendment) Bill;*
- *The Criminal Code (Amendment) Bill.*

Grenada participated in trainings and coaching sessions jointly delivered by all the legislative drafters at the regional level, hosted in Grenada, Barbados, Trinidad and Tobago. Coaching sessions included participation in court cases and discussed the outcomes and implications for legislations with the drafters as well as reviewing the drafts. One of the beneficiaries of this training and mentorship highlighted that this gave the 'opportunity for

younger drafters to learn from seasoned drafters through hands-on support'. Among the notable lessons still being applied from the regional workshops was that on 'Domestic relevance of a treaty; how to include provisions of treaties into a bill to give effect to different treaties.'

A manual for legislative drafting was produced by one of the CFTC experts at CARICOM and shared with Grenada, among others. A respondent in Grenada highly commended the manual, particularly its ease in supporting the drafting process, and confirmed that the team 'actively make reference to the manual'. Other publications produced by the Secretariat in this period include:

- *Drafting Legislations in CARICOM Member countries: A Manual on Legislative Style and Practice – Revised 2016 – Funded by the Government of Canada;*

- *The Legislative Process and Drafting Instructions: A Manual for Instructing Officers in the CARICOM Member countries – March 2016.*

Building capacity of legislative drafters in the Grenada was one of the avenues taken for sustainability. Regional CFTC experts as part of their TOR were to ensure drafters were enrolled on the post-graduate diploma in legal drafting at Athabasca. A total of nine drafters enrolled on the programme from the region, including one participant from Grenada. The short-term CFTC expert in Grenada, also a tutor at Athabasca, provided mentorship to Grenada's drafter in the completion of the programme. The drafter completed the on-line programme in January 2018.

One of the respondents noted that there was a 'dearth of legislative drafting experience in the Caribbean'. Grenada has been challenged in recruitment over the years, particularly from 2013, when efforts were made to recruit a Chief Parliamentary Counsel. **Findings from this evaluation confirm an assertion by a CFTC expert that 'many of the small CARICOM jurisdictions are finding it difficult to recruit senior drafters either because of the paucity of seasoned drafters or because the ones available are not prepared to accept the remuneration that is being offered.'**

Sustainability

CFTC expertise was temporary and beneficial for the specific time period it was able to provide support. In its absence, the Grenadian Legislative Drafting Unit has returned to its original condition and form from prior to Secretariat support. The design of the programme did not consider this level of sustainability at the outset.

Equally, further consideration should be made of the fact that legislative drafting is not seen as an attractive career option for law graduates. There are huge issues with the recruitment and retaining of drafters in Grenada and the region as a whole and this will require systemic solutions in the future. Stakeholder suggestions for enhancing capacity building and improving sustainability are:

- **Provide more appropriate Secretariat support that is linked into government programme cycles and responds to specific sustainable development needs and allows for impact to be effectively measured;**
- **Ensure greater recognition that drafting affects the whole governance of a country –**

*the CFTC contribution is valid while it lasts but this has been temporary and therefore there needs to be more appreciation and application of a **systems level approach to sustainability**;*

- **Use Caribbean experts** who can stay on and work legally within Grenada once their CFTC contracts end. This would in some respects assist with retention of institutional knowledge and specialist expertise. Two CFTC experts did stay on, CFTC Legislative Drafting Expert Ms Brown (2005–2012) and most recently CFTC Expert Ms Kaisha Ince (Trinidad and Tobago), who went on to take an important role within the government;
- **Retain Grenadian law graduates** through scholarships that provide work experience and tie graduates in to legislative drafting roles for the long term and, second, involve universities to promote legislative drafting to students;
- **Ensure CFTC experts are flexible** in their approach in order to provide for the needs of the country;
- **Enhance member countries' policy formulation capacity** to reduce this burden on legislative drafters and allow drafters to focus solely on drafting and not policy formulation.

2.2.3 Public Administration

The Secretariat's support in Public Administration included provision of CFTC experts in the Office of the Prime Minister to lead strategic planning, corporate planning, RBM processes and technical support to the Integrity Commission, including on its establishment, capacity-building and strengthening networks in the region on the anti-corruption agenda.

Relevance

Stakeholders commended the timely and responsive approach to technical expert placement in Grenada, which directly contributed to national development planning. The expertise provided by the Secretariat led and steered national development and corporate planning and is driving the anti-corruption agenda. Despite some challenges encountered with aspects of the expert's placements, overall Grenada found the Secretariat's support relevant, timely and responsive to national needs.

Efficiency

CFTC expert placement was an efficient way to deliver long-term and sustained technical

assistance. The cost of technical assistance was higher compared with staff delivery, but constant engagement at the national level ensured progress was sustained. Despite some of the excellent contributions by CFTC experts (*noted below*), there were some management issues that could have been addressed at recruitment stage had the Government of Grenada had an opportunity to interface with the experts through interviews to ensure best fit to the local circumstance. Much as the outputs delivered contribute to improved public administration, the unit within the Secretariat in charge of public administration did not have any interface with the CFTC experts and their programme. This is a key lesson learnt in this study.

Efficiency in the utilisation of experts' skills in-country was noted. Given urgent national priorities, **there were deviations from the original TOR to respond to these. The evaluation noted, however, that the deviation was still within the broad framework and produced more outcomes that the government owned and took forward.**

In relation to anti-corruption programme, the total cost of delivery over the evaluation period was £101,505. Most of this cost relates to staff travel and participant costs in hosting of training programmes in Grenada. The cost is spread over the four years in a proportional way: FY2013/14: £21,750.17; FY2014/15: £33,308.47; FY2015/16: £24,963.79; and FY2016/17: £21,482.16, showing

consistent programme delivery. The total cost in relation to the outputs delivered and change realised to date demonstrates efficient utilisation of resources.

Effectiveness

Grenada's National Sustainable Development Plan 2030

As part of the Fiscal Adjustment and Reforms Programme, Grenada, led by the Ministry of Finance and supported by the Macro-Economic Planner/ Adviser from the Office of the Prime Minister, embarked on the development of a National Sustainable Development Plan (NSDP) anchored on the SDGs. The proposal for the NSDP process was launched in May 2015. The Steering Committee and Technical Working Group were established. The expert led the Technical Working Group in the development of the NSDP.

Unfortunately, the expert's support was not satisfactory and the services were terminated with some lessons to be learnt in the recruitment of experts. At the time of evaluation, there was still progress in the NSDP development, led by the National Planning Commission in the Ministry of Finance. Public consultations started in July 2017 were in progress and one sectoral consultation (Ministry of Agriculture) was completed. It was noted that technical support in the finalisation of the NSDP is still required.

A Commonwealth CFTC Expert – Macro-Economic Planner/Adviser was recruited to the Office of the Prime Minister in November 2014 to November 2015 to provide technical expertise and ensure the following were delivered: (i) detailed review and analysis of Grenada's socio-economic performance and prospects in the context of its development objectives; (ii) Prime Minister and Cabinet Office advised on appropriate macro-economic policies and strategies to be pursued in the context of the local, regional and international environment; (iii) macro-economic policy analysis, planning and decision-making capacity within the Prime Minister's Office and the Ministry of Finance, Planning, Economic Development and Physical Development improved through support, training and knowledge-sharing. This will include the analysis of key policy issues and policy documents, including the Medium-term Economic Strategy and debt restructuring operations; and (iv) frameworks for collection of economic data to facilitate (current and future) macro-economic planning developed and implemented.

Following the deployment of the CFTC expert, national priorities changed to development of Grenada's National Sustainable Development Plan 2030. With the CFTC experts' credentials deemed adequate to lead this process, having completed a similar process in one of the Caribbean member countries, the operational terms were changed to include this assignment.

Table 11. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
<i>Theory of change</i>	<p><i>Development of NSDP 2030 supported</i></p> <p><i>Establishment of Steering Committee for development of NSDP facilitated</i></p> <p><i>Stakeholder consultations facilitated</i></p> <p><i>Development of Technical Working Group on NSDP facilitated</i></p>	<p><i>National Steering Committee for NSDP established</i></p> <p><i>Technical Working Group on NSDP established</i></p> <p><i>Stakeholders engaged in development of NSDP</i></p>	<p><i>NSDP drafted; Stakeholders engaged on draft NSDP</i></p>	<p><i>NSDP 2030 approved</i></p>
<i>Progress to date</i>	<p><i>Key meetings held on establishment of national Steering Committee and Technical Working Group</i></p>	<p><i>Development of NSDP launched in May 2015</i></p> <p><i>Steering Committee established with representation from whole of government and civil society organisations</i></p> <p><i>Public consultations on NSDP started in six constituencies and consultations in three constituencies postponed</i></p> <p><i>Sectoral consultations in Agriculture conducted and feedback provided</i></p>	<p><i>No progress expected as NSDP still under development</i></p>	<p><i>N/A</i></p>
<i>Progress rating</i>				
<i>Comments</i>	<p><i>There is satisfactory progress on development of the NSDP. Progress based on the implementation plan is expected to be slower as it involves the whole of government. Expected timelines for completion are still unknown. The CFTC expert's contribution to this process was small because of the time expended on the project and therefore much of the progress is attributed to the National Strategic Planning Team. The timeframe for the CFTC expert's assignment was shorter than required for completion of the planning process, it was anticipated that the expert would lead the process and hand over to national stakeholders</i></p>			

Corporate planning development and implementation

A Commonwealth CFTC Expert – Senior Policy Adviser – Policy Coordination, Analysis and Capacity-building, in the Cabinet Secretariat of the Office of the Prime Minister in 2014–2016, supported the Government of Grenada in embedding RBM management and corporate planning across government. The Cabinet Secretariat confirmed some of the outputs and outcomes during this assignment, some of which were verified during the evaluation.

Key achievements:

- *RBM framework introduced and being applied;*
- *Corporate Plan and Performance Measurement templates designed, approved and now utilised by ministries and departments;*
- *Quarterly Performance Report template redesigned and approved by Cabinet;*
- *Annual Performance Report template designed;*
- *Annual Work Plan template for ministries and departments for a results orientation approved by Cabinet;*
- *Performance Management System Policy brief prepared for Cabinet submission;*
- *Cabinet Committee system brief prepared and presented to Prime Minister and key ministers;*
- *Two pilot Cabinet Committees formed;*
- *Enhanced understanding of strategic planning and elements of performance management across the government;*
- *Better understanding of performance measurement process and utilisation of tools for monitoring results;*
- *Enhanced understanding and knowledge among Cabinet office staff in strategic planning, annual planning performance monitoring and reporting.*

As part of the Home-Grown SAP, all ministries and departments were required to develop Corporate Plans. The Policy Adviser in the Office of the Prime Minister, primarily responsible for strategic planning, monitoring and evaluation, was requested to lead the process. The Policy Adviser supported the successful development and review of three-year Corporate Plans in all government ministries and departments. The evaluation confirmed and verified with the various ministries and department visited that Corporate Plans were effectively being implemented and guiding programme delivery. As most of the Plans were due to expire, plans were already in place for development of the next three-year Plans using the same approach and template – a sign of sustainability. However, it was noted that the next Corporate Plans were to be linked to the new NSDP under development. The delay in the NSDP completion will have an effect on the timeline for delivery of the Corporate Plans.

The whole of government approach brought with it some challenges in the delivery. Another challenge encountered was an overlap in the TOR of the CFTC expert with those of two other consultants on national reforms (regarding performance management) with differing implementation approaches. A key lesson drawn was on the need for effective management of relationships between consultants of similar expertise whose potentials can transform national reforms but, if not managed, with a strong national vision, could

risk jeopardising achievement of national outcomes.

All key ministries and departments were engaged in the development of Corporate Plans, which will contribute to the sustainability of corporate plan development in Grenada.

On sustaining the achievements, the capacity developed within the Cabinet Secretariat (at the end of the CFTC expert's term by 2016) to take forward the reforms and performance management approaches is still operational. The technical team has been expanded to a cross-functional team of staff. Building on work of the CFTC expert, the team is engaged in the development of the medium-term plan (five years) with support from the World Bank. This support also includes conducting a functional review of the Cabinet Secretariat and restructuring to further strengthen the operations of the Cabinet Office.

Anti-corruption

Anti-corruption was identified at the 2005 Commonwealth Heads of Government Meeting (CHOGM) as an important priority and component of good governance. Through combatting corruption, good governance is strengthened, accountability promoted and integrity within the Commonwealth upheld.

The Secretariat's support to Grenada started in 2010 with placement of a CFTC expert in the government to support establishment of the

Table 12. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<p>RBM processes established</p> <p>Capacity of staff in RBM developed</p> <p>Planning and reporting frameworks developed</p> <p>Framework for Corporate Plans developed</p> <p>Development of Corporate Plans supported</p>	<p>Ministries and departments led on development of Corporate Plans</p> <p>Cabinet staff applying skills and knowledge on RBM</p> <p>Planning and reporting frameworks approved by Cabinet</p>	<p>Corporate Plans developed and approved</p> <p>Cabinet Secretariat's capacity strengthened to provide guidance on planning and RBM</p> <p>Planning and reporting frameworks utilised by the various ministries and departments</p>	<p>Corporate plans implemented</p>
Progress to date	<p>All outputs delivered, despite some challenges at the end of the CFTC assignment</p>	<p>Whole of government approach adopted for development of 3-year Corporate Plans</p> <p>All key ministries and departments engaged in development of Corporate Plans</p>	<p>All Corporate Plans for key ministries and departments developed and approved</p> <p>Cabinet Secretariat capacity expanded and currently embarking on 5-year medium-term planning process</p> <p>Utilisation of some frameworks developed hampered by newly introduced Management Action Plans as part of performance management</p>	<p>Corporate Plans being implemented, some of which were coming to the end of their term at the time of evaluation, with plans for developing the next cycle</p>
Progress rating				
Comments	<p>Progress from outputs to outcomes was satisfactory despite challenges on conflicting approaches on RBM and performance management.</p>			

Integrity Commission. Support included advice on staffing arrangements; preparation of Rules and Procedures for the Commission; development of necessary administrative systems, processes and procedures; and development of standards for proper performance of duties and functions under its governing legislation, the Integrity in Public Life Act No. 24 of 2013.

The Integrity Commission was established as an independent body by the Integrity in Public Life Act No. 24 of 2013, which authorises the Commission to oversee the provisions of the Integrity in Public

Life Act and the Prevention of Corruption Act in Grenada. The Government of Grenada is a signatory to the Inter-American Convention Against Corruption (since 15 November 2002) and on 1 April 2015 acceded to the UN Convention Against Corruption.

As part of strengthening the operations of the Integrity Commission and regional capacity in anti-corruption, the Secretariat facilitated several conferences and workshops, as indicated below. Outcomes realised during this period are highlighted thereafter.

- First Commonwealth Regional Conference for Heads of Integrity Commissions and Anti-Corruption Bodies in the Caribbean, St George's, Grenada, 22–26 June 2015: ***Strengthening Integrity Commissions and Anti-Corruption Bodies in the Commonwealth Caribbean***;
- Second Heads of Integrity Commissions and Anti-Corruption Bodies Meeting, Trinidad and Tobago, June 2016: ***The Role of Integrity Commissions and Anti-Corruption Bodies in Transforming the Commonwealth Caribbean***;
- Third Regional Conference for Heads of Integrity Commissions and Anti-Corruption Bodies in the Caribbean, Kingston, Jamaica, 24–28 April 2017: ***The Anti-Corruption Agenda: Today, Tomorrow, the Region and Beyond***;
- Training workshop: Anti-Corruption and Good Governance, St George's, Grenada, 19–23 September 2016: ***Effecting Better Synergies between All the Anti-Corruption Agencies in Grenada and the Development of Ideas for the National Anti-Corruption Strategic Plan***;
- Training workshops with the Integrity Commission, St George's, Grenada, 13–17 November 2017: ***Cohesive Leadership and Team Building, Strategic Planning and Global Procurement Best Practices; and Effective Management of Integrity Commission and other Public Sector Organisations in Grenada towards Achieving SDG 16***.

Commonwealth Caribbean Association of Integrity Commissions and Anti-Corruption Bodies established:

Grenada was the first chair and held the executive positions of chair, secretary and treasurer from 2015 to 2017. It drafted a TOR for a legal drafter to prepare model integrity/anti-corruption legislation for all states in CCAICACB. A draft constitution and financial management plan for CCAICACB were produced. A comprehensive needs assessment of integrity commissions and anti-corruption bodies was conducted and agreement on an annual subscription fee reached and confirmed. Annual conferences enabled Grenada's Integrity Commission to enhance its activities and operations; build public trust; heighten awareness of anti-corruption initiatives and policies; and conduct a Public Education Outreach Programme. They further served to emphasise the objectives of CCAICACB to provide a regional and international forum for delegates to share experiences and ideas concerning anti-corruption efforts in the Caribbean.

The Integrity Commission actively implemented a Conference Communiqué recommendation: *'Integrity Commissions and Anti-Corruption Bodies should intensify their public education and citizens engagement initiatives more robustly, and in particular mobilise youth, civil society organisations and religious bodies more effectively in the fight against corruption'* through (i) outreach educational seminars with church leaders and political parties; and (ii) holding

an International Anti-Corruption Day March and Rally (8 December 2017) with secondary school students and stakeholders.

Some of the other achievements made by the Integrity Commission with skills, lessons and experiences from training workshops and regional conferences include:

- *Established commitments to end impunity, prevent corruption, empower victims and support activists, in an effort to bolster good governance and transparency and support sustainable development;*
- *Development of anti-corruption procedures for the operation of a Gift Registry for the Public Service;*
- *Development of anti-corruption issues by officials;*
- *Establishment of a Systems Hub for Administrative and Operational Management;*
- *A memorandum of understanding (MoU) with the Financial Intelligence Unit;*
- *Drafting of a Risk Management Treatment Plan;*
- *Educational outreach seminars commenced with ministries, departments and statutory bodies;*
- *Development of ideas for a national anti-corruption strategic plan.*

Anti-corruption knowledge exchange: As part of the uptake of regional knowledge exchange and learning, member countries selected countries for benchmarking and peer learning by undertaking field study trips. Integrity Commission staff conducted a technical field visit to the Office of the

Contractor General and the Commission for the Prevention of Corruption in Jamaica. This technical visit enabled Grenada's Integrity Commission to (i) restructure various technical aspects of its work; and (ii) further develop and implement procedure manuals and guidelines for technical work.

Table 13. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<p>Co-operation between Caribbean anti-corruption agencies facilitated</p> <p>Regional Training Centre established</p> <p>Capacity of Grenada's Integrity Commission strengthened</p> <p>Regional conference hosted by Grenada</p>	<p>MoU for collaboration and establishment of regional centre signed</p> <p>Participation by Grenada seen in regional knowledge-sharing and exchange</p> <p>Strengthened leadership skills within Integrity Commission to steer anti-corruption agenda</p>	<p>Regional centre operational, self-sustainable and delivering support to anti-corruption agencies</p> <p>Integrity Commission with well-developed strategies for combatting corruption</p> <p>Integrity Commission with enhanced capacity and skills to deliver effective anti-corruption services</p>	<p>Improved Integrity Commission oversight of anti-corruption agenda and reduction in risks of corruption in public sector</p>
Progress to date	<p>4 regional anti-corruption conferences held</p> <p>Grenada hosted first inaugural regional anti-corruption conference</p> <p>2 training workshops for the Integrity Commission held</p> <p>Grenada identified as location for Regional Training Centre</p>	<p>Establishment of anti-corruption in progress with an identified training facility; partnership being explored with Government of Singapore to provide funding and expertise</p> <p>Learning visit conducted to Jamaica</p> <p>CCAICACB established</p> <p>Grenada held executive positions of chair, secretary and treasurer (2015–2017) of CCAI-CACB following its establishment</p>	<p>Commission mandate is broadening to anchor the national anti-corruption agenda</p> <p>Commission has clear strategies and plans to address anti-corruption issues</p> <p>Key events delivered by Commission: outreach educational seminars with church leaders and political parties; and International Anti-Corruption Day March and Rally with secondary students and stakeholders</p>	<p>Too early to assess progress</p>
Progress rating				
Comments	<p>There is satisfactory progress from outputs to outcomes. There is confidence that momentum in the establishment of the Regional Training Centre in Grenada is on course and fully supported by the government. The Integrity Commission's mandate may limit the level of leadership on anti-corruption going forward.</p>			

Anti-Corruption Regional Training Centre: The Government of Grenada offered to assist the CCAICACB with capacity-building support through the provision of a Regional Training Centre that will be operated in collaboration with the Government of Singapore and the Secretariat to be implemented in the near future.

Sustainability

The Office of the Integrity Commission, as an independent government body, would operate if donor funding ceased but to a lesser extent. Its capacities and capabilities would be able to grow and expand if more funding were made available. This is seen as an important aspect of the Integrity Commission's ability to carry out the provisions contained within the Integrity in Public Life Act and the Prevention of Corruption Act. Broadly, there are three aspects to the Integrity Commission's work: (i) declarations; (ii) compliance; and (iii) investigations. Both declarations and compliance were deemed to be running fine but investigations – staffed by only one person – was in need of strengthening.

There has been good political will and momentum behind establishing the Office of the Integrity Commission, establishing national legislation to support anti-corruption efforts and acceding to international anti-corruption treaties. Efforts to establish a Regional Anti-Corruption Training Centre are currently being spearheaded by the Government of Singapore. The regional centre will be in a position to support the capacity needs of

the Office of the Integrity Commission. Areas where the Integrity Commission would benefit from capacity support are leadership development; enhancement of the customer experience; and organisational development.

2.3 Social Development: Health

Enhanced positive impact of social development

Context

In the reporting period, there was no direct programme delivery on education and gender equality in Grenada. The Secretariat's efforts in health are focused on addressing NCDs. The November 2009 CHOGM in Trinidad and Tobago provided a Statement on Commonwealth Action to Combat NCDs that affirmed member countries' commitment to addressing NCDs. This included a call to the UN General Assembly for a Summit on NCDs to be held in 2011, the 2011 Political Declaration on NCDs and the subsequent World Health Organisation (WHO) Global Action Plan for the Prevention and Control of NCDs 2013–2020.

Regionally, the 2001 Nassau Declaration underscored the importance of health to development. Six years later, the Heads of Government of CARICOM signed the Port-of-Spain Declaration in Trinidad and Tobago (15 September 2007). This emphasised the importance of addressing chronic NCDs within the Caribbean region and proposed five action areas: risk

No.	Result	Indicators	Grenada
3.1	<i>Strengthened national frameworks and policies improve health outcomes</i>	<i>Member countries with up-to-date policies and regulatory mechanisms to meet international health care delivery standards</i>	Yes
3.2	<i>Strengthened national policies and frameworks improve education outcomes</i>	<i>Member countries with up-to-date policies, regulatory mechanisms and standards for the implementation of quality teaching and learning systems</i>	No
3.3	<i>Gender equality and the empowerment of women effectively mainstreamed into member country policies, frameworks and programmes and Secretariat's projects</i>	<i>Policy formulation and planning processes of member countries reflect and demonstrate gender equality and empowerment</i>	No
3.4	<i>Improved capacity-building for social development</i>	<i>Member countries have the ability to formulate policy and planning processes for social development priorities</i>	No

reduction, integrated disease management, surveillance, public policy and advocacy, and programme management.

Globally, there exists the 2011 Political Declaration on NCDs, and implementation through the WHO Global Action Plan for the Prevention and Control of NCDs 2013–2020. Additionally, NCD is found to have relevance to 12 of the SDGs – ensuring NCDs are addressed holistically as a poverty, inequality and social justice issue. The most specific is SDG 3: Global Health and Well-Being. Coordinating relevant UN agencies and other inter-governmental organisations in their efforts to address NCDs is the UN Interagency Task Force on the Prevention and Control of NCDs.

Commonwealth Secretariat's support

- *Regional meeting for National NCD Commissions held with participation from Grenada;*
- *Framework for the Establishment of and Strengthening of National NCD Commissions established in collaboration with the Healthy Caribbean Coalition;*
- *National NCD Commissions web portal established in collaboration with the Healthy Caribbean Coalition;*
- *Participation in 2016 Commonwealth Health Ministers Meeting, 22 May 2016, Geneva;*
- *Participation in 2015 Commonwealth Health Ministers Meeting, 17 May 2015, Geneva.*

The Secretariat in collaboration with the Healthy Caribbean Coalition worked with member countries in the Caribbean region in responding to NCD challenges. Healthy Caribbean Coalition (Barbados) is a regional civil society alliance to combat NCDs and their associated risk factors. The programme involved hosting a regional meeting for National NCD Commissions held with participation from Grenada; development of a Framework for the Establishment of and Strengthening of National NCD Commissions; and establishment of a National NCD Commissions web portal to facilitate regional engagement on NCD agenda and knowledge-sharing and exchange.

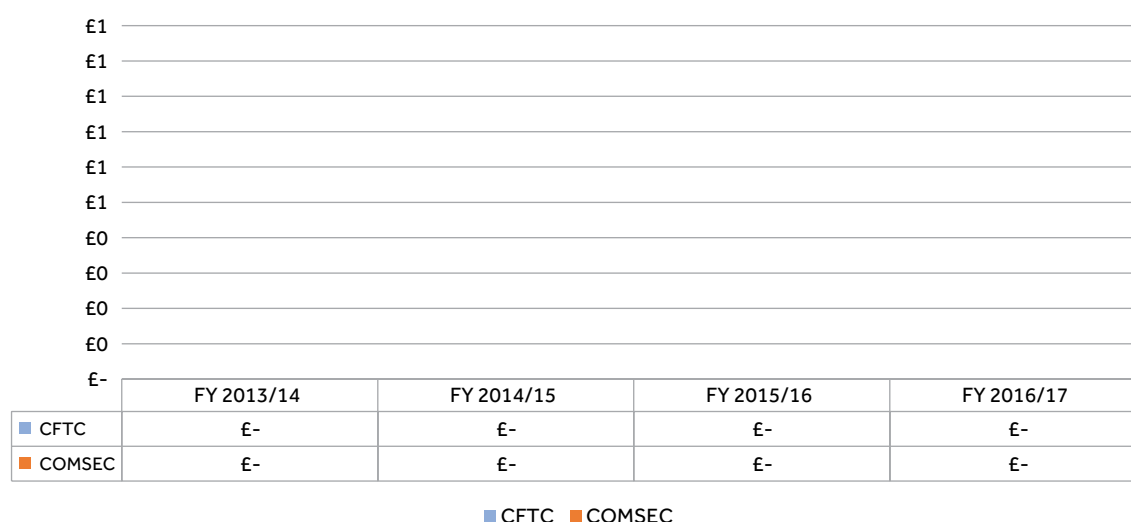
Relevance

The Secretariat's work on NCDs is well aligned with international frameworks and Commonwealth and national priorities. There is clear alignment with the Port-of-Spain Declaration, the SDGs and priorities established at the 2009 CHOGM.

The Secretariat was recognised as an important player for the three specific and central activities that took place. However, beyond the stakeholders involved, its influence was limited.

Key NCD strategic players within the region were the Pan American Health Organisation – having a regional office in nearby Barbados), WHO and the Caribbean Public Health Agency. **Two important strategic areas that would have raised the Secretariat's profile would be the development of more high-profile strategic partnerships combined with efforts to enhance Secretariat visibility within the region.**

Figure 7. Social Development direct programme expenditure, 2013/14–2016/17



Efficiency

Whereas it is clear that all outputs were achieved, the feasibility of tracing this contribution to higher-level results remains a challenge.

Stakeholders spoke of the low visibility the Secretariat had within the region with regard to NCDs and said other actors were more prominent and active. It is clear that the Secretariat made a contribution to undertaking three activities with the Healthy Caribbean Coalition in Barbados (the web portal, Framework and regional meeting for NCD Commissions) and helped ensure these were achieved. However, its impact and visibility beyond this seems diluted. One Grenadian government stakeholder stated that the Secretariat *'doesn't really feature'* and the head of the Grenadian NCD Commission was only aware of its involvement because *'their name was on the Framework'*.

Programme delivery through a recognised and respected organisation within the region such as the Healthy Caribbean Coalition reduced the cost. Because the organisation is based in Barbados, the delivery cost is not reflected for Grenada but for Barbados.

Effectiveness

Regional meeting for National NCD Commissions:

The meeting – Strengthening the Multi-Sectoral Response to NCDs in the Caribbean – was held on 5 June 2015 in Bridgetown, Barbados. The intended impact was the galvanisation of support for action on NCDs within the region. Specific impact cannot be measured beyond this. It is clear that the regional meeting made a contribution to sustaining momentum behind addressing NCDs but this should be seen within the wider context of contributions from other international actors.

Framework for the Establishment and

Strengthening of National NCD Commissions: The Framework – Getting National NCD Commissions Up and Running – was developed in collaboration with the Healthy Caribbean Coalition, with an established implementation framework and enhanced regional collaboration through the establishment of an on-line portal for National NCD Commissions with the region. The Framework is hosted on the Health Caribbean website.¹¹

Stakeholders reported that they knew of or had read the Framework Report. There was no evidence the Framework was being utilised to establish or strengthen National NCD Commissions in any other way than to inform discussions.

Grenada's NCD Commission is in the early stages of development and has found the Framework Recommendations useful to take the Commission to the next level. The Grenada National Chronic NCD Commission was established in 2010 (but had been in operation as the National Advisory Committee on Chronic NCDs from 2000).

St George's University is an integral stakeholder in Grenada's NCD Commission, given its research expertise, financial opportunities, partnerships and research projects. **Currently, there is no funding allocated directly to the NCD Commission but all ministries are urged to allocate funds dedicated to addressing line items on NCDs.** At the time of the evaluation, stakeholders identified the following progress:

- A partnership was under discussion with the Chamber of Commerce and Industry as a key stakeholder in the fight against NCDs. Funding proposals were being prepared on elements of a National Action Plan to the UN Food and Agricultural Organization (FAO).
- Activities to establish an umbrella organisation represented by 10–12 organisations for advocacy on NCD are in progress.
- A skills bank was being developed for the Commission to facilitate leadership and drive new initiatives. Key areas identified include research, policy development, governance and evaluation.

Regional exchange visits and learning opportunities were hosted with Barbados. Much as Grenada's NCD Commission had progressed, it was challenged by the visit to Barbados, which showed remarkable progress and an excellent working relationship between the Ministry of Health and the Commission. Lessons learnt from Saint Lucia related to membership of Grenada's NCD Commission inclusive of civil society.

Establishment of a National NCD Commissions web portal:

This has been established. However, stakeholders reported varying degrees of use from 'very good' to 'poor'. It is expected that, once National NCD Commissions are more established and more operational, the web portals function as a

¹¹ <http://www.healthycaribbean.org/wp-content/uploads/2017/04/Getting-National-NCD-Commissions-Up-and-Running.pdf>

Table 14. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<p>Regional meeting for National NCD Commissions held with participation from Grenada</p> <p>Framework for the Establishment and Strengthening of National NCD Commissions established</p> <p>National NCD Commissions web portal established</p>	<p>Stakeholders in Grenada engaged with the Framework for the Establishment of and Strengthening of National NCD Commissions</p> <p>Information from the Framework informs Grenada's NCD Commission</p> <p>National NCD Commissions portal utilised for information-sharing and learning from the region</p>	Grenada's NCD Commission strengthened	Grenada's NCD Commission effectively responding to national NCD agenda
Progress to date	All outputs delivered; however, there is limited engagement by Grenada with the outputs	<p>There was limited engagement with the Framework developed as Grenada is more advanced on NCDs</p> <p>Regional exchange visits that facilitate information-sharing conducted</p>	National Action Plan for the Grenada National Chronic NCD Commission in place; smooth transition in leadership of the Commission; budgets not yet allocated directed to NCD Commission; partnerships and resources sort	Not assessed
Progress rating				
Comments	<p>Progress noted is satisfactory but fully attributed to Grenada as limited engagement was noted between the outputs delivered and outcomes being realised. Grenada's National Chronic NCD Commission is mature and has engaged with the Secretariat through the Healthy Caribbean Coalition, which is a more recognised and respected stakeholder in the field of NCD. The Healthy Caribbean Coalition engaged in the delivery of the output is fully committed and a leader in the NCD agenda in the region, making the Secretariat invisible – just providing the resources for the delivery.</p>			

Community of Practice will be enhanced and this will result in greater uptake among regional stakeholders. **Stakeholders reported little knowledge of the Secretariat's involvement in this (despite it being on the website) and therefore more could be done to enhance its visibility.**

Sustainability

Currently, there is no funding allocated directly to Grenada's NCD Commission, but all ministries are urged to allocate funds dedicated to addressing line items on NCD. This has implications for sustainability.

The utilisation of the Commonwealth web portal for National NCD Commissions as a means for knowledge exchange was considered a mechanism for sustainability. However, use of the portal is currently limited. **The regional meeting was seen as a contribution to strengthening the basis of NCD work within the region and to galvanising action in this area.** The extent that the regional meeting informed future interventions remains unclear and is perhaps beyond the scope of this evaluation.

At the outset, sustainability appears to have been given little consideration in the programme design. It is not articulated as a strategy in the

Programme Management Information System and the three activities undertaken are linked only to limited logic models. Nonetheless, these activities do have relevance at the systems level, which increases the potential for sustainability of programme results. As mentioned previously, the outputs of Secretariat intervention were fully aligned with national, regional and international policies and this is one way of generating national in-country ownership and sustainability.

2.4 Youth: Empowerment of Young People

Youth are more integrated and valued in political and development processes

Context

Grenada's Ministry of Youth Empowerment and Sports (now known as Ministry of Youth, Sports, Culture & The Arts) is responsible for youth affairs. Grenada was signatory to the Commonwealth Plan of Action for Youth Empowerment 2006–2015 and also to the CARICOM Youth Development Action Plan 2012–2017.

In the reporting period, no direct youth programme activities were implemented in Grenada; however, Grenada participated in regional workshops and meetings (see below).

The CYP created a platform for youth development in Grenada and the Caribbean. Several politicians and other prominent Grenadians are part of the CYP alumni. However, the change of focus of the CYP in 2013 led to the demise of youth

development within Grenada and the Caribbean region, a gap that other international and/or regional actors have yet to effectively fill.

Relevance

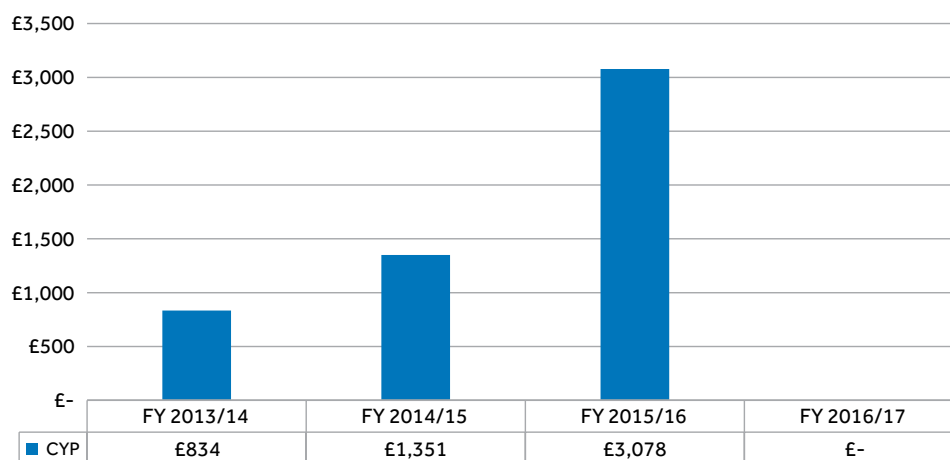
For the strategic period 2013–2017, the Secretariat was not recognised as the key player on youth development work within Grenada and the region. Prominent contributions came from CARICOM's Youth Ambassador Programme (launched 1993), UN Development Programme funding for the Fostering Level Headed Youth programme in Grenada (launched June 2016) and the Caribbean Development Bank juvenile justice prevention and response system funding to the Government of Grenada (since December 2016). Prior to 2013, however, the Secretariat was a key and important figure in the area of youth development because of the CYP and the CYP Regional Centre in Guyana. **If the Secretariat is to ensure its assistance will yield**

Commonwealth Secretariat's support

- Grenada participated in the Technical Meeting on Enhancing Youth Development Statistics in the Caribbean on 2–28 June 2016 in Kingston, Jamaica.
- Grenada participated in the Workshop on Evidence-based Policies on Youth Development in the Caribbean on 2–4 June 2015 in Bridgetown, Barbados.
- Grenada participated in the Regional Youth Ministerial Meeting 2015, held in Antigua and Barbuda.

No.	Result	Indicators	Grenada
4.1	National and pan-Commonwealth frameworks advance social, political and economic empowerment of young people	# of member countries implementing reform actions to establish or strengthen the policy environment for youth empowerment	Yes
		# of member countries taking action to further the professionalisation of youth work	Yes
		# of member countries adopting sport as an intentional approach to advancing development and peace as indicated by: <ul style="list-style-type: none"> • Specific policy instruments • National coordination and cross-sectoral mechanisms 	No
4.2	Young people empowered and supported to participate meaningfully and to take forward youth-led initiatives	# of national, regional and pan-Commonwealth youth-led networks and platforms set up or strengthened	Yes
		# of targeted national, regional and international institutions and individuals demonstrating increased impact in youth development and youth-led programming	No

Figure 8. Youth direct programme expenditure, 2013/14–2016/17



demonstrable and impactful results in the future, then reinstating the CYP will be an important first step. Certainly, the level of passion and commitment articulated by all youth development stakeholders for the CYP warrants a revisiting of how the Secretariat should engage with the Government of Grenada on youth development work in the future.

Efficiency

The mode of delivery of youth programming from London was not considered effective or engaging enough in Grenada. The new direction, supporting evidence-based programming, is not fully appreciated, as there is less engagement between Grenada and the Secretariat since the closure of the CYP Regional Centre. Minimal costs were incurred on youth during the reporting period. The total cost of £5,263 was primarily for travel costs for participants to regional workshops.

Effectiveness

National Youth Policy

The Policy Environment Scorecard developed by the Secretariat was implemented in Grenada in 2013. The Secretariat and the Ministry of Youth Empowerment and Sports (now known as Ministry of Youth, Sports, Culture & The Arts) collected and analysed data country-wide against the scorecard. A report was produced in 2013 at the time when the CYP Regional Centre was closing. Complementing the YDI, the Scorecard identifies capacity gaps and provides subnational analysis that informs the Youth Policy Framework.

The Grenada National Youth Policy was operational from 2003 to 2008 and reinvigorated in 2013. The CYP supported the development of this first National Youth Policy. In supporting member

countries in developing evidence-based policies, the Secretariat facilitated the Caribbean Regional Workshop on Youth Policies on 2–4 June 2015 in Bridgetown, Barbados. At the time, Grenada was engaged in developing the next National Youth Policy and the lead consultant, the former Regional Director for the CYP for the Caribbean (2005–2011), participated in the workshop. This consultative process guided the evidence-based approach for the consultant to develop the new National Youth Policy, funded by the Government of Grenada. One of the key lessons from the workshop was that national stakeholder consultations had to be initiated in all three Islands, primarily with young people. The Policy, endorsed by young people, was tabled before Parliament in 2018. Draft legislation has also been produced and is awaiting approval of the Policy.

Youth Development Index

The YDI, developed by the Secretariat and first launched in 2013, measures the status of young people in 183 countries, including 49 of the 53 Commonwealth countries. It is a comprehensive measure across five domains critical to youth development: education, health, employment and civic and political participation. **On the 2016 YDI, Grenada scored lowest on youth political participation and highest on education.**

Challenges facing the YDI include weak statistics units in member countries affecting data collection and inability to provide information to countries on what is actually taking place.

Statistics capacity at a country level is essential when compiling the YDI. Progress has now been made on measuring the regional YDI and statistics offices in Commonwealth member countries were

targeted in the dialogue. A regional workshop designed to build capacity on statistics was held in Barbados with participation from young people, stakeholders, consultants and the University of West Indies (UWI). Grenada was represented at the *Technical Meeting on Enhancing Youth Development Statistics in the Caribbean* in Jamaica on 27–28 June 2016 in which statisticians from seven countries participated. The CARICOM Regional Office agreed on a programme of reform on statistics, and Grenada was one of the countries selected. In 2017/18, the Secretariat further worked with CARICOM to map out regional statistics and consider options for taking forward the regional YDI.

Youth work professionalisation

The Secretariat's flagship diploma was started in 2012 by UWI under the Youth Development Programme in collaboration with the CYP. It is designed to equip its graduates to perform technical, administrative and leadership functions in support of activities to promote youth development work in the public and private sectors as well as to plan, implement, monitor and evaluate youth development projects, among others. The diploma has evolved into a Bachelor of Science degree (BSc) in Youth Development Work.

*'The programme is offered in sixteen (16) countries across the Commonwealth Caribbean. Using a mix of guided online/web-based instruction, tutorials, seminars and face-to-face fieldwork exercises, it allows participants to interact with youth through professional placement with youth- or youth-serving organisations or via other specially arranged sessions. From the start of the programme, students are exposed to an integrated framework of traditional academic educational tools and professional training tools. The online offering will be designed to be accessible to students from home, office or at UWI centres/sites in each country.'*¹²

In 2018, there were six Grenadian nationals currently pursuing the degree. Three staff at the Youth Centre Morne Rouge, Grenada, have previously or are currently undertaking the degree. There are a number of graduates within government who are alumni of the Youth

Development Programme. One of the stakeholders noted that 'several officers have benefited from the Diploma Programme, including the Honourable Minister Emmalin Pierre, Minister for Implementation, Office of the Prime Minister.'

Hon. Emmalin Pierre, Former Minister for Youth and at the time of evaluation Minister for Implementation, Office of the Prime Minister, is an alumna of the CYP and the diploma in Youth Development Work. The Secretariat noted that she was instrumental in establishing the youth policy framework; setting priorities at the 2015 regional meetings; and promoting Commonwealth perspectives in the UN and other international spaces.

Ms Pierre's career as a youth work professional started at the CYP Regional Centre in Guyana. She considers herself 'a child of the CYP'. At the age of 16, she joined the CYP and was actively engaged in youth activities. Her career progressed as follows:

- *Head of National Youth Council (as a young person);*
- *Deputy Chair of Regional Youth Forum;*
- *Deputy Director of Youth (organised and interfaced extensively with Regional Centre);*
- *Internship at CYP Office in Guyana;*
- *Appointed Youth Senator in Parliament (aged 27 years);*
- *Minister of Youth (aged 28 years);*
- *Minister for Implementation, Office of the Prime Minister.*

Ms Pierre has a close working relationship with the CYP Regional Centre. She was part of the CYP structure that was instrumental in setting up the Youth Enterprise Programme, watched it in operation in Guyana during her internship and later got support from the CYP to establish a similar framework in Grenada. The CYP worked with Ms Pierre to engage with the banking on financing for small grants under the youth enterprise programme, these grants were used as seed funding provided by the CYP to get the programmes established.

13 <http://www.open.uwi.edu/programmes/diploma-youth-development-work>

Despite having the diploma and degree programme in place, it was noted that there is no standard entry level for youth development work in Grenada; however, there is a standard for entry into the public service. A respondent noted that, *'if you want to be a youth development worker, there is no standard qualification.'*

In addition to the diploma and degree in youth work development, the Grenada National Training Agency offers the Caribbean Vocational Qualification (CVQ) and National Vocational Qualification, which allows youth to undertake training in a specific area and obtain a qualification (Level One – Certificate; Level Two – Diploma; Level Three – Associate Degree; Level Four – Bachelor's Degree; Level Five – Post-graduate Degree). These qualifications are recognised in the

whole of the Caribbean region. The diploma and the degree programme are now recognised as part of the CVQ.

Youth networks

The CYP Regional Centre was commended for constantly advocating for the establishment of a National Youth Council. The Grenada National Youth Council operated between 1994 and 2004. Since 2004, it has not been in operation. Reasons for the inactivity include decline over the years in the number of formal youth organisations that form the backbone of the National Youth Council; inactive parish and district councils; and inactivity of the Council. Currently, other existing structures are relied on for youth participation. These include National Youth Ambassadors and the National Youth Parliament.

Table 15. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<p><i>Caribbean Regional Workshop on Youth Policies conducted</i></p> <p><i>Technical Meeting on Enhancing Youth Development Statistics in the Caribbean</i></p> <p><i>Regional Ministerial Meetings facilitated</i></p>	<p><i>National Youth Policy that is evidence-based developed</i></p> <p><i>Increased engagement on identification and closing of gaps in national statistics on youth development</i></p>	<p><i>National Youth Policy approved by Cabinet</i></p> <p><i>Improved collection of youth-related national data for youth policy implementation and contribute to regional statistical requirements for YDI</i></p>	<i>National Youth Policy implemented</i>
Progress to date	<p><i>Participated in Technical Meeting on Enhancing Youth Development Statistics in Caribbean</i></p> <p><i>Participated in Workshop on Evidence-based Policies on Youth Development in the Caribbean</i></p> <p><i>Participated in Regional Youth Ministerial Meeting 2015 in Antigua and Barbuda</i></p>	<p><i>National Youth Policy developed after extensive consultations with stakeholders</i></p>	<p><i>National Youth Policy tabled but at time of evaluation (February 2018) not yet approved</i></p>	Not assessed
Progress rating				
Comments	<p><i>There was satisfactory progress linked to the national policy and YDI. There was limited direct programme delivery in the period under review. Participation of the right persons involved in an on-going process can bring about a change. Progress on outcomes is attributed primarily to Grenada and its stakeholders, who are leading the process.</i></p>			

The National Youth Parliament started as a mock parliament. The CYP Regional Centre was commended for starting the process that encouraged countries to move away from this status and transition the entity into a real Parliament, adopted by the government. Ms Emmalin Pierre was elected the first Member of that Parliament.

It was noted, however, that the National Youth Participation Bill 2015 had been tabled to Parliament but had not yet been approved. The proposed Bill will address the establishment of a National Youth Council with the following branches: the National Youth Parliament; National Youth Ambassadors; National Youth Elections (management of participation in the National Youth Parliament); and a National Youth Bureau (administration of the programme).

Despite the challenge with National Youth Council, Grenada is currently the Caribbean Regional Representative on the Commonwealth Youth Council.

Impact

Stakeholders highlighted some of the impact realised in Grenada with support from the CYP Regional Centre.

- **First National Youth Policy:** The CYP Regional Centre was commended for its extensive advocacy for the development of national youth policies. In 2004, the Regional Centre provided technical support in the development of the first National Youth Policy in Grenada. **The Policy was commended for shaping youth development in Grenada and increasing government's awareness of the importance of youth development.** This is reflected in the increased annual budget allocation to youth development, from EC\$10,000 in 2002 to current EC\$30 million. **A Youth Strategic Action Plan and Implementation Strategy was developed that has clear roles and responsibilities for the different line ministries. There is also an Inter-Ministerial Focal Group for Youth Policy that meets quarterly to discuss progress on implementation of the Plan.** The Policy was in implementation until 2015 when successor policy development was commissioned.

- **Grenada Youth Enterprise Initiative:** The Regional Centre was commended for its instrumental role in establishing a number of initiatives, one of which was the **Commonwealth Youth Credit Scheme, launched in 2004 as the Grenada Youth Enterprise Initiative.** The scheme developed in collaboration with the Government of Grenada provided training and start-up capital of EC\$3,000 at the time to youth 18–25 years. The programme, now run by the Ministry of Youth Empowerment and Sports (now known as Ministry of Youth, Sports, Culture & The Arts) and the Grenada Development Bank, which facilitates the financial transactions, is still on-going. One stakeholder noted that *'today, the start-up capacity is EC\$25,000'* from the initial EC\$3,000.
- **Healthy Lifestyle Project:** The Healthy Lifestyle Project was one of the HIV/AIDS programme initiatives run by the Regional Centre based on a model developed for the region. The Government of Grenada adopted the model in 2005 and implemented it through the national budget in 2005–2013. Unfortunately, the programme was phased out with the change in government.
- **Internship Programme:** The Regional Centre hosted interns from across the region as part of developing their capacity and skills. Some of the skills acquired during this internship were community mapping, leadership skills, group dynamics, small business development and youth advocacy. A number of the current senior youth development leaders started their career in youth development as an interns in the CYP e.g. Ministers within Government, Permanent Secretaries and the Directors of Youth. The Minister for Implementation also attributes momentum for youth development careers to the internship programme.

Sustainability

The regional CYP (1974 to 2013) was an instrumental force behind youth development within Grenada and the Caribbean region as a whole. The regional youth network benefited hugely from the coordinating efforts of the CYP Regional Centre in Guyana.

Unfortunately, both the CYP and the Regional Centre came to an end in 2013 as a result of internal decisions made by the Secretariat in London. This closure left a large hole in youth development programming for Grenada (and the region) and that hole has not since been filled. Concerns were levied at the programming level (by youth development workers) and higher (government officials) that the **CYP disappeared overnight without the Government of Grenada and other stakeholders being considered or consulted as to what the correct transition process should be.** Many within Grenada felt let down by the Secretariat over this process and were mournful at the loss of such a highly regarded youth development programme.

Secretariat interventions for the strategic period 2013–2017 did not fill this void and as yet little has been done to redeem the situation. Stakeholders felt that more needed to be done to build partnerships and programming interventions that reignite efforts in this area and launch youth development on a sustainable course.

2.5 Economic Development

More inclusive economic growth and sustainable development

Context

Grenada entered into the three-year, IMF supported, Home-grown SAP in January 2014. The main objectives of the SAP were to boost inclusive growth and job creation; and to restore fiscal debt sustainability. The Secretariat's support in Grenada within this reporting period was delivered within this context as the country responded to the policy, legislative, planning and structural requirements.

2.5.1 Trade

The broad aim for the Government of Grenada is to diversify the economy and reduce its vulnerability in this area. To achieve this, it utilised the Secretariat's methodology, a comprehensive trade strategy covering supply-side capacities, quality of the business environment, market entry and developmental impact. This has involved multiple sectors. For example, FAO has provided support to

No	Result	Indicators	Grenada
5.1	<i>Effective policy mechanisms for integration and participation in the global trading system</i>	<i>Member countries that effectively formulate trade policy, negotiate and implement international trade agreements</i>	Yes
		<i>Member countries that implement export development and competitiveness strategies</i>	Yes
5.2	<i>Commonwealth principles and values advanced in global development and financing decisions</i>	<i>Commonwealth position on global development and financing decisions recognised at G-20 and post-2015 Millennium Development Goal framework, among others</i>	N/A
5.3	<i>National frameworks facilitate effective debt management</i>	<i>Member countries that reform their management of public debt</i>	Yes
		<i>Member countries effectively utilise the Secretariat's debt management systems to proactively manage their debt</i>	Yes
5.4	<i>Strengthened, equitable and sustainable management of maritime and other natural resources</i>	<i>The degree of integration between policies and legislation in member countries for the management and governance of natural resources</i>	No
		<i># of reformed/established governance frameworks and institutional arrangements in member countries that promote and support the sustainable management of natural resources</i>	Yes
		<i># of maritime boundaries delimited by member countries in accordance with international law, including through joint development and other provisional arrangements</i>	No
		<i># of broad-based mechanisms for effective, transparent and integrated management of marine resources implemented by member countries</i>	No

Commonwealth Secretariat's support

- Technical support to the development of Grenada Strategic Options for Export Development: Export Capacity Assessment produced in April 2015;
- Technical support provided for the NES implementation review, 2015;
- Technical support to the development of the Grenada NES 2017–2021 produced in January 2017;
- Drafting of the Public Debt Management Act 2015 with support from the CFTC Expert – Senior Commercial Counsel in the Attorney General's Office;
- E-learning courses on domestic debt management, external debt management concepts and CS-DRMS to manage external debt developed and delivered to three Ministry of Finance officials;
- Latest version of CS-DRMS (CS-DRMS v2) installed;
- Two regional training workshops on public debt management concepts and CS-DRMS v2 delivered, to four participants from the Government of Grenada's Debt Management Unit, Ministry of Finance;
- Enhanced version of Horizon finalised but not yet deployed;
- Technical assistance on conclusion of an agreed maritime boundary between Grenada and Trinidad and Tobago under the Treaty between the two countries on the Delimitation of Marine and Submarine Areas (Delimitation Agreement);
- Technical assistance on Grenada/Trinidad and Tobago economic zones and shelf jurisdiction;
- Technical advice on the Draft Framework Agreement between the Government of Trinidad and Tobago and the Government of Grenada concerning cooperation in energy sector development;
- Discussions on the development of a legal, fiscal and regulatory framework for petroleum development.

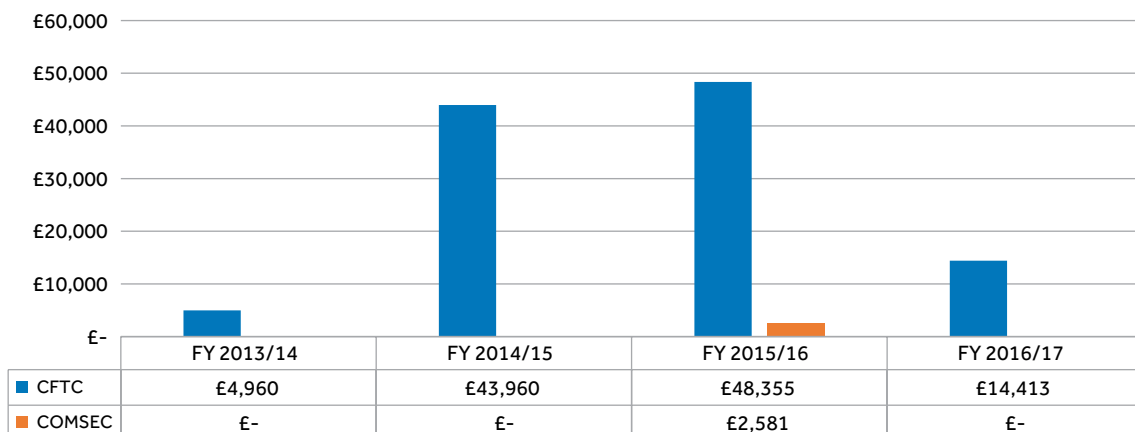
the Grenadian agricultural export sector and the IMF has supported Grenada's Home-grown SAP.

The Government of Grenada requested technical assistance from the Secretariat to review the 2006 National Export Strategy (NES) and develop a new NES and implementation plan. The support was provided in two phases. The first involved a review of implementation of the 2006 NES, taking stock of achievement, challenges and shortcomings. The results of this guided the second phase, which saw

development of the new NES and implementation plan. The new NES focused on the new transformation sectors in support of the new Growth and Poverty Reduction Strategy. The work involved nationwide consultations with identified national teams working together with the technical assistance team.

In September 2017, the Secretariat received and is responding to a request from Grenada for further support under the New Products New

Figure 9. Economic Development direct programme expenditures, 2013/14–2016/17



Markets scheme to support efforts to increase penetration of existing markets for established products and enter new markets with new products.

Relevance

The NES 2017–2021 supported by the Secretariat responded to a relevant and urgent need for Grenada. **Not only did stakeholders appreciate the Secretariat's technical expertise in the development process but also the government fully owned the strategy.**

Efficiency

Delivery of the NES took longer than anticipated. With the request received early in 2012, the work was expected to start in August 2012 and to be completed by May 2013. However, the final output was completed and launched in July 2017. **Factors that caused the delay included Grenada being in breach of the Abuja Guidelines in September 2012, which meant the project could not progress.**

Grenada only came out of this breach in early 2014; this coincided with the change in government. The timelines for implementation were aligned with government plans and priorities. An inception mission was only conducted in November 2014, at the convenience of the government. The evaluation thus noted a gap between the NES 2006–2011 and the new NES 2017–2021, but stakeholders noted that during the gap period the NES 2006–2011 was still in operation.

Effectiveness

The Ministry of Trade completed the NES 2017–2021 and presented it to the Cabinet in 2017 and it was approved for implementation and roll-out in an attempt to diversify the economy and reduce the country's vulnerability to economic shocks. An implementation plan was also developed and approved. This tasked line ministries to incorporate activities of the NES in their annual planning. The evaluation was informed that each ministry had budgeted for NES activities that would be implemented over the NES five-year period. The Cabinet appointed the National Implementation Committee to oversee implementation of the NES. This Committee, comprising members from a cross-section of key ministries and the private sector, meets quarterly. In addition, the Strategy Management and Monitoring Framework for the NES 2017–2021 was developed and there will be quarterly reporting.

Activities under the Secretariat's trade programme have made a significant contribution to achieving the required changes. The short-term outcome – improved market access capabilities – has been achieved and frameworks to implement the Grenada NES 2017–2021 are in place. These frameworks were built on lessons learnt from the challenges faced in implementing the NES 2006–2011 and therefore the policy mechanisms were deemed to be more effective as per the intermediate outcome requirement. It was too early within the NES 2017–2021 programme cycle for a true determination of effectiveness to be made, and any benefit to the economy would in any case likely be the result of multiple contributions, for example the IMF SAP 2013–2017, to which has been attributed a reduction in the country's debt–GDP ratio from 100 to 70 per cent in 2017/18. Early indications are positive, in that the strategic outcome – more inclusive economic growth and sustainable development – will be achieved. **Concerns existed, however, over the amount of donor funding required to implement the NES 2017–2021 and whether all aspects of the strategy will be implemented effectively.**

Sustainability

The Grenada Strategic Options for Export Development: NES Implementation Review Report June 2015 addressed some of the challenges and impediments to implementing the NES 2006–2011. **These lessons learnt were incorporated into development of the NES 2017–2021 and therefore we can see that sustainability was considered at the systems level to enhance sustainability of implementation results.**

However, implementation of the NES 2017–2021 is heavily dependent on donor funding, with government resources for implementing activities (outside of recurrent budget allocations) at only EC\$250,000/£65,555 for 2018. Therefore, without donor funding from the international community, the NES 2017–2021 would not be successfully implemented. Despite the low levels of government funding, the evaluation team deemed government ownership high, with commendable efforts to implement the NES 2017–2021 being made – with new laws, policies and programmes being instated to increase the likelihood of sustainable programme results.

Any international actor is challenged to be able to define its comparative advantage or niche. Given

Table 16. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<p>Review of previous NES conducted</p> <p>Strategic options for export development produced</p> <p>Technical support provided in development of NES 2017–2021</p>	<p>Stakeholders engaged in NES development</p> <p>Grenada NES 2017–2021 developed</p> <p>NES approved and launched</p>	<p>Implementation plan and structures for NES developed and financed</p>	<p>NES 2017–2021 implemented</p>
Progress to date	<p>Grenada Strategic Options for Export Development: Export Capacity Assessment produced in April 2015</p> <p>Grenada Strategic Options for Export Development: NES Implementation Review Report produced in June 2015</p> <p>Grenada NES 2017–2021 produced in January 2017</p>	<p>Extensive national consultations on NES conducted and key stakeholders engaged in drafting and reviewing</p> <p>NES 2017–2021 developed</p> <p>NES approved by Cabinet and launched in 2017</p>	<p>National Implementation Committee established</p> <p>Strategy Management and Monitoring Framework for NES 2017–2021 developed</p> <p>Strategy to diversify economy and reduce vulnerability to shocks begun</p> <p>Dedicated staff allocated for NES</p>	<p>Not assessed</p>
Progress rating				
Comments	<p>There is satisfactory progress in the delivery of outputs and expected short-term outcomes. The NES is fully owned by the Government of Grenada and there are clear indications that, unlike the previous NES, mechanisms for ensuring effective implementation of the plan are in place.</p>			

the scale and breadth of actors required to implement this comprehensive strategy, and based on feedback from stakeholders, the Secretariat can be seen to have positioned itself well in providing support to the Government of Grenada in this area.

2.5.2 Debt Management

Debt management is seen as an instrumental component of Grenada's financing strategy. Long-term sustainability of the country's debt obligations serves the purpose of increasing productive investment while reducing debt distress.¹³ The IMF SAP, debt relief, fiscal

adjustment and strong GDP growth have all contributed to a fall in Grenada's public and national debt since measures were implemented.¹⁴

Grenada entered the IMF's SAP between 2014 and 2016. This followed a period of protracted economic downturn for the country, triggered by Hurricane Ivan (2004) and the global financial crisis (2008/09). A period of recession (2009–2012) prior to the 2013 national elections ushered in a new administration under Prime Minister Mitchell, whose government instigated 'home-grown reforms' in order to begin and take responsibility for the country's difficult fiscal imbalances.

14 UNCTAD, Target 17.4: Long-term debt sustainability: http://stats.unctad.org/Dgff2016/partnership/goal17/target_17_4.html

15 Government of Grenada (2017) Why Grenada's National Debt is Falling: www.gov.gd/egov/news/2017/mar17/24_03_17/item_4/grenada-national-debt-falling.html

The Eastern Caribbean Central Bank (ECCB) provides debt management support to Grenada and other members of the Eastern Caribbean monetary union. Grenada demonstrated the preconditions for inclusive economic growth and sustainable development through successfully managing its public debt portfolio and promoting growth.

The technical support the Secretariat provided included:

- Drafting of the Public Debt Management Act 2015 with support from the CFTC Expert – Senior Commercial Counsel in the Attorney General’s Office;
- E-learning courses on domestic debt management, external debt management concepts and the Commonwealth Secretariat Debt Recording and Management (CS-DRMS) to manage external debt developed and delivered by the Secretariat to three Ministry of Finance officials;
- The latest version of the CS-DRMS (v2) installed;
- Two regional training workshops¹⁵ on public debt management concepts and CS-DRMS v2 delivered, with four participants from the Government of Grenada’s Debt Management Unit, Ministry of Finance;
- Enhanced version of Horizon finalised but not deployed in Grenada.

Relevance

The Secretariat aligns itself with the priorities of the SDGs through offering support to countries in achieving long-term debt sustainability. **For Grenada, this support has been advisory and diagnostic, and involved capacity-building and the provision and support of public debt management systems.**¹⁶

Secretariat support in this area is fully aligned with the Commonwealth Secretariat Strategic Plan 2013–2017, in that all activities contributed to intermediate outcome 5.3 – national frameworks

facilitate effective debt management. Additional support in this area could have been enhanced through policy advisory support and technical assistance but this was perhaps deemed unnecessary given the ample support in this area being provided by the IMF, ECCB and the Canadian International Development Agency.

Therefore, it can be said that the Secretariat created and occupied its niche well and played to its comparative advantage. **Additional Secretariat support should focus on deepening government staff capacity so they can solve problems and troubleshoot without external support (Secretariat or ECCB) and become self-sustaining.**

Efficiency

In the reporting period, there was no direct expenditure by the Secretariat on the technical support provided on debt management through systems. All the systems technical support was provided remotely from London. **Stakeholders noted that the response from the Secretariat was timely.** At the time of evaluation, there were no outstanding technical issues. ECCB provides additional technical support, with debt management advisers based in the region. Capacity-building on debt management was conducted at regional level and thus costs were charged at that level, not country level. **The Secretariat is currently addressing this to ensure costs for each country are properly reflected for each activity.** The cost of drafting the Public Debt Management Act 2015 is integral to the CFTC expert’s cost and not attributed to each task.

Effectiveness

The Secretariat supported the Government of Grenada in the drafting the *Public Debt Management Act 2015* through the resident CFTC expert in the Office of the Attorney General. The Act was passed and is now implemented through the Medium-term Debt Strategy. This was part of the IMF Home-grown SAP, which saw strong ownership at the national level, which included a wide array of measures, including debt relief; the Medium-term Debt Strategy; establishment of a Fiscal Responsibility Oversight Committee; and new legislation, for example the Public Debt Management Act 2015 and the Fiscal Responsibility Act of 2015, among others.

The Government of Grenada successfully completed and met all the targets of the

16 (i) Joint Secretariat-ECCB Workshop on CS-DRMS v2, St Kitts, 28 October–8 November 2013; and (ii) Workshop on CS-DRMS v2 with Service Pack, Frigate Bay, St Kitts, 23 May–1 June 2016.

17 <http://thecommonwealth.org/public-debt-management-programme>

Table 17. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<p>Public Debt Management Act drafted</p> <p>E-learning courses on domestic debt management, external debt management concepts and CS-DRMS to manage external debt developed and delivered</p> <p>Two regional training workshops on public debt management concepts and CS-DRMS v2 delivered</p> <p>Latest version CS-DRMS (v2) installed</p>	<p>Stakeholders engaged on Public Debt Management Act</p> <p>Skills and knowledge gained utilised in debt management</p> <p>Debt management system effectively utilised to manage public debt</p>	<p>Public Debt Management Act 2015 passed in Parliament</p> <p>Real-time responsive debt management data and information produced by Debt Management System and used to inform decision-making</p>	<p>Public Debt Management Act 2015 implemented</p> <p>National frameworks facilitate effective debt management</p>
Progress to date	All the above outputs delivered as planned	Debt management system effectively being utilised and reports produced on time to inform decisions	Act was passed by Parliament in 2015 Real-time debt reports produced to inform management decisions	Implementation of Act started through Medium-term Debt Strategy Evidence on debt management decisions not available, therefore not assessed
Progress rating				
Comments	There is satisfactory progress from outputs to outcomes. The software is sustaining operations and capacity developed is functional but limited due to staff transition.			

2013–2016 IMF SAP. Over 60 pieces of legislation have been passed to improve the business climate and promote growth. In relation to debt, this was the 2016 Public Debt Management Act. There has been a substantial reduction in the debt-GDP ratio. **Between 2014 and end 2017, public debt declined substantially from 108 to 72 per cent (IMF data) owing to comprehensive debt restructuring, fiscal adjustment and GDP growth.**¹⁷

The Secretariat's support in system development and capacity-building in debt management further

contributed to improved management of the debt portfolio under the government's Medium-term Debt Strategy. Broadly, this meant improved staff capacity, data management, budgeting processes and debt servicing. **Secretariat activities were seen to support the Government of Grenada's additional efforts to reduce economic vulnerability.** All contributory factors were deemed successful.

Sustainability

Debt management, as an important component of achieving sustainable growth for Grenada, benefits from high government ownership and support from the IMF and ECCB. This momentum meant activities were deemed sustainable but dependent on certain variables. **Secretariat funding has built the capacity of government staff to a certain**

18 IMF (2017) Grenada Sets Stage for Sustainable Growth: <https://www.imf.org/en/news/articles/2017/05/23/NA230517-Grenada-Sets-Stage-for%20Sustainable-Growth>

extent and provided the debt management software. Therefore, to some degree, Secretariat activities are sustainable.

However, stakeholders raised questions concerning the unsustainability of the initiative during the evaluation. **Broadly, government staff felt they were not self-sufficient because they still had to rely on external support. Stakeholders said the software was not always reliable – with occasional system shutdowns – requiring government staff to lean on external support and the expertise of ECCB in Saint Lucia. Additionally, they felt the e-learning course was good on the basics but needed to be more in-depth and advanced in order for them to be truly self-sufficient.**

Additional activities suggested by stakeholders during the course of the evaluation were:

- Additional in-depth and advanced training on CS-DRMS for government staff to increase their capacities and self-sufficiency to solve problems and reduce their reliance on the Secretariat and also ECCB for external support;
- Build human resource capacities in debt management strategy and analysis.

2.5.3 Oceans and Maritime Boundaries

In response to the 1982 UN Convention the Law of the Sea (concerning establishment of maritime zones), the Secretariat provides technical assistance to its member countries where two coastal countries have agreed to cooperate concerning areas of common interest, including the exploration and exploitation of non-living natural resources of the exclusive economic zone and continental shelf as per Articles 77 and 83.

The Secretariat's support to the Government of Grenada on Oceans and Natural Resources goes back to 2001. The Secretariat responded to Grenada's request for technical support with regard to '*principle for a proposal by Grenada of a Joint Development Area/Zone with Venezuela*'. In 2009, the work involved '*Conversion of Maritime Coordinates*'. In April 2011, a background paper Grenada Maritime Boundaries was submitted by the Secretariat to the Government of Grenada. In February 2012, the Secretariat received a request for technical assistance in a number of areas:

development of a legal, fiscal and regulatory framework for petroleum development; integration of renewable energy; technical assistance in the delimitation of maritime boundaries; and development of a framework for ocean governance and integrated ocean space planning.

The Secretariat provided CFTC-funded legal and technical assistance to the Government of Grenada in the following areas:

- Natural resource management and matters arising from the conclusion of an agreed maritime boundary between Grenada and Trinidad and Tobago under the **Treaty on the Delimitation of Marine and Submarine Areas** (Delimitation Agreement);
- **Grenada/Trinidad and Tobago economic zones and shelf jurisdiction**: Intention to implement Article VI of the Delimitation Treaty under which the two states have agreed to cooperate on areas of common interest, including the exploration and exploitation of non-living natural resources of the exclusive economic zone and continental shelf. Accordingly, Article 1 of the Draft Agreement provides that the aim of the Draft Agreement is to establish an agreed process through which the parties may cooperate in the development of their respective energy sectors;
- Technical advice on the **Draft Framework Agreement between Trinidad and Tobago and Grenada** concerning cooperation in energy sector development.

Grenada participated in regional and international technical working groups with support from the Secretariat that Grenada:

- **54th Meeting of the OECS Heads of Government Meeting**, Rodney Bay, Saint Lucia, 23–24 January 2012. The Secretariat agreed to assist the OECS in the process of developing regional and national ocean governance frameworks (taking into account policy, legislative and institutional requirements).
- **Ocean governance framework for the Eastern Caribbean region**, Rodney Bay, Saint Lucia, 8–9 February 2012. The primary objective was to establish consensus among

OECS member countries on how to develop an ocean governance framework for the Eastern Caribbean region. The workshop succeeded in defining steps to be taken for the development of a **harmonised regional governance framework**.

- Secretariat/OECS Oceans Governance Team **Maritime Boundaries Working Session**, Bay Gardens Resort, Saint Lucia, 4–6 February 2014. Working sessions **redefined steps to begin the commencement of boundary negotiations**.
- **UN Oceans Conference**, New York, 5–9 June 2017 with participation by Grenada and a speech by Prime Minister Mitchell on the challenges facing small states; Secretariat side event: **Our Oceans, Our Future: Partnering for the Implementation of SDG 14**; high-level panel to discuss successes and hurdles to date in blue economy implementation, with a view to developing guiding principles in the form of a Blue Commonwealth Charter. It is anticipated that agreement concerning the implementation of SDG 14 and blue economy development will support national implementation and provide relevant direction for the provision of ocean-related advice and support to coastal member countries.

2.5.4 Natural Resource Management

The Government of Grenada has committed the country in partnership under the SDGs to 'Supporting Grenada's national transformation to a Blue Economy Ocean State and development of a National Blue Economy and Oceans Governance Institute'. Under this initiative, parties have joined forces to encourage the sustainable use of the marine system, with the intention of increasing productivity, ensuring coastal people's livelihoods that are threatened by climate change and identifying practices that propel the sustainable use of coastal and marine resources.

Grenada has identified the unique elements of its competitiveness in the blue economy. These are the country's marine tourism potential, its EU fish Export Licence, the unique genetic biodiversity of the hemisphere's largest submarine volcano, the

possibility of seabed minerals, such as rare earth metals, and potential oil and gas deposits.

A recent World Bank report¹⁸ identified five key strategies that would enable and sustain the Caribbean's transition to a blue economy:

1. Measure both the region's ocean economy and natural capital;
2. Manage the Caribbean ocean space in a more integrated manner;
3. Invest in sustainable growth and key public goods;
4. Monitor the transition over time; and
5. Repeat steps 1–5 adapting based on experience.

The Government of Grenada, in March 2015, requested technical assistance from the Secretariat in the areas of climate finance and blue growth. The Secretariat's support to Grenada's Global Oceans Action Network endeavours to promote an ocean based-economy was to assist specifically with the development and implementation of the **Blue Economy Master Plan**, similar to the approach the Secretariat is taking with other member countries in the development of blue growth frameworks. This was to involve scoping the issues to be addressed in such a master plan; assisting with stakeholder consultation; undertaking specific technical studies to evaluate the feasibility of certain sectors in Grenada; and formulation of the draft Master Plan.

In 2017, the Secretariat engaged with the government on the **development of legal, fiscal and regulatory framework for petroleum development**, including on policy/strategy; acreage promotion and competitive bidding; revenue management; legislative frameworks; negotiations and dispute resolutions; environmental protection; and capacity-building/training.

The evaluation team was unable to meet any of the stakeholders in Grenada to assess the status of engagement on the Blue Economy Master Plan and the development of legal, fiscal and regulatory framework for petroleum development.

19 World Bank (2016) Towards a Blue Economy: A Promise for Sustainable Growth in the Caribbean.

2.6 Small States: Resilience Profiling

Strengthened Resilience of Small States and Vulnerable States

No.	Result	Indicators	Grenada
6.1	International policies, mechanisms and rules are more responsive to small states' development strategies and resilience needs	# of targeted international conferences that acknowledge the sustainable development needs of small states	No
		% of small states that effectively participate in targeted international processes related to their sustainable development needs	Yes
6.2	Small states enabled to effectively participate in international decision-making processes	% of small states constructively engaging with trade for a and human rights mechanisms in Geneva via the Small States Office	No
		# of small states engaging effectively with the UN General Assembly and other forums in New York via the Small States Office	No
6.3	Improved climate financing frameworks	# of Commonwealth member countries that report improved access to climate finance arising from Commonwealth-influenced tools or policies	No

Context

The Caribbean Island states, like many small island states in the Commonwealth, face environmental challenges that directly affect their economies. According to the Association of Caribbean States, 'given the impact that disasters have on regional economies, and notwithstanding the underlying complexities, political and social, one thing is certain: the countries of the Greater Caribbean must build their capacities as well as resilience in order to adapt to the threats of natural hazards. Vulnerability encompasses an assortment of theories and features comprising sensitivity or predisposition to harm and lack of capacity to cope and adapt. It is no surprise then that the countries of the Greater Caribbean are, by and large, prone to natural disasters of great magnitude, given their location and geomorphology.'¹⁹

As 31 of the world's small states are Commonwealth members, the Secretariat is committed to ensuring international attention is paid to the special development challenges they face. Over the past four decades, the institution has made considerable progress in advancing international awareness of the vulnerabilities of these countries and thus the challenges they face.

The Secretariat in a 2014 report noted that small states' ability to effectively withstand and bounce back from external shocks depended on the extent to which they employed policies conducive to macro-economic stability, market efficiency, good environmental management and political governance, and social cohesion in national plans and strategies.²⁰ The report noted that the approach of profiling vulnerability and resilience to articulate country-specific policies had been well received by the international community. Other institutions such as the UN have been exploring vulnerability and resilience, prompted by the calls from small island developing states. Since the Secretariat's seminal work in developing the resilience framework, the importance of governance – that is, the role of institutions, systems and rules – previously acknowledged but not effectively captured, has been brought into sharp focus.

The Secretariat's efforts prioritise understanding, addressing and advocating on the vulnerability of the most affected member countries. Resilience profiling is one of the key initiatives rolled out in the Pacific (*Papua New Guinea, Tonga, Samoa, Solomon Islands*) and the Caribbean (*Barbados, Grenada, Jamaica, Saint Lucia*) island member countries.

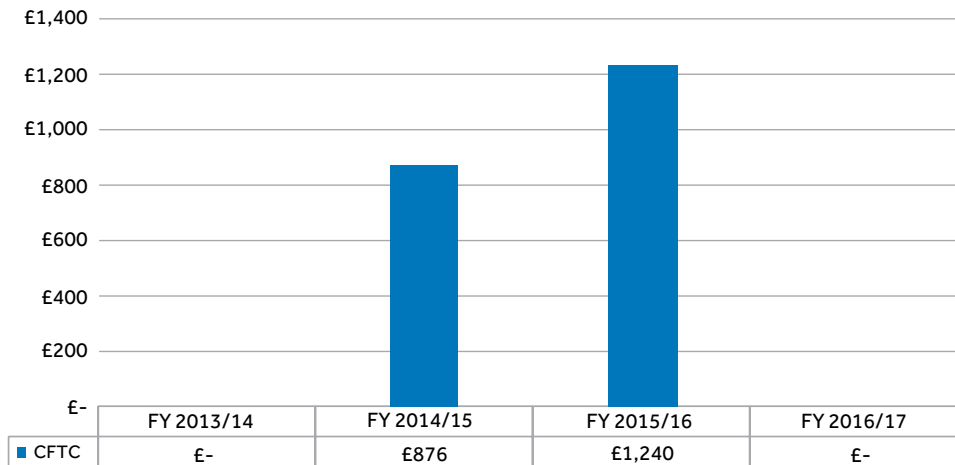
20 <http://www.acs-aec.org/index.php?q=disaster-risk-reduction/reducing-vulnerability-in-the-greater-caribbean>

21 Commonwealth Secretariat (2014) Building the Resilience of Small States: A Revised Framework.

Commonwealth Secretariat's support

- Resilience profiling conducted for Grenada;
- Stakeholder consultations on resilience-building, 23–24 February 2015, St George's, Grenada;
- Workshop on Building Resilience through Governance, 24 July 2015, St George's, Grenada;
- Participated in Third Global Biennial Conference on Small States, 26–27 March 2014, Saint Lucia.

Figure 10. Small States direct programme expenditure, 2013/14–2016/17



In 2010, the Secretariat published the *Economic Vulnerability/Resilience Framework* second revision, with the addition of a Vulnerability Index (indicators for the Framework were developed by the Secretariat and the University of Malta). In 2014, as part of a third revision, the Commonwealth Technical Working Group was formed, consisting of economic, social, environmental and governance experts from all the small states regions, to identify gaps and areas of improvement. One gap identified was the exclusion of governance and the role of different institutions and their interactions as an underpinning factor in building resilience. Therefore, the institutional dynamic was seen as an important aspect in building resilience.

The Commonwealth Third Global Biennial Conference on Small States in March 2014 attended by 31 small states in Saint Lucia emphasised the conceptual underpinnings of vulnerability and resilience and the use of resilience profiling to drive progress towards greater resilience. The meeting noted that country profiling could identify resilience gaps and inform national strategies to guide change in a results-oriented way. Addressing the governance structure for building resilience, participants recognised 'governance as being the whole of public and private

*interactions to solve societal problems and to create societal solutions. Governance plays an underpinning role in resilience but the distinctive nature of small states is often not fully considered in studies on governance to date. Challenges for small states in the area of governance include limited capacities and the underdevelopment of institutions, which is exacerbated through the significant role of informal networks.'*²¹

Governance issues identified include the problems that small size creates with public administration, the most important of which is probably the small human resource base from which to draw experienced and efficient administrators. Another issue is that many government functions tend to be very expensive per capita when the population is small, because certain expenses are not divisible in proportion to the number of users.

In September 2014, the Secretariat developed a *Governability Assessment Framework in the Context of Resilience Building in Small States*. This proposes an assessment that incorporates the special characteristics of a country's socio-economic

22 Outcome Statement, p. 1.

setting, as well as the prevailing governance system. In this context, governance needs to be understood as being a function of both the system it seeks to govern and the governing system that incorporates all the different actors. This is best described by the term 'governability', which can be defined as 'the capacity to govern'.

Grenada was one of the Caribbean countries that participated in the resilience profiling based on the Governability Assessment Framework. The primary objective of the exercise was to enable assessment of the quality of governance for building resilience in the broad areas and, as a result, clarify the governance status of the profiled states. This made it possible to highlight gaps in the governance of all aspects of the Resilience Framework. Identified gaps were examined and the aim was to develop governance policy proposals to enhance resilience in Grenada. Key public, private and civil society stakeholders were given the opportunity to inform the process and take the assessment beyond an analysis of just data. A resilience assessment questionnaire (144-page Codebook) on institutional interactions was used to inform the consultations.

Relevance

The profiling was conducted and a validation workshop was held to discuss the findings; however, the final report was not produced to support the country in developing governance policy proposals as intended. **Much as Grenada welcomed the resilience profiling, as shown by its participation in the exercise, the expected outcome of the exercise has not been realised to benefit the country.** No stakeholder was available at the time of the evaluation to respond on the relevance of the exercise.

Efficiency

Delivery of the profiling exercise was conducted with support of a consultant and academics. Profiling for the selected countries in the Caribbean was conducted within the same period, therefore reducing the travel costs for staff and consultants that were attributable to each country. Direct costs incurred totalled £2,116. A total of 51 government officials, private sector representatives and civil society actors participated in the exercise in two workshops. The evaluation confirmed that the Secretariat funded all costs, including the venue and participant costs.

Effectiveness

Based on the profiling report, some of the major highlights from the Caribbean profiling exercise were:

- (i) Countries were able to identify a focal person to provide support and facilitate processes;
- (ii) Countries were eager to have a comprehensive vulnerability/resilience framework to be tailored for each country context and contain practical propositions to building resilience;
- (iii) There was strong political will and buy-in demonstrated at consultations by participants to positively contribute to change in their respective sectors and countries as a whole; and
- (iv) The consultations demonstrated common problems and recommendations across the Caribbean region which would benefit the region as a whole.
- (v) It was recommended that greater attention be paid to the pre-planning process of consultations and more advanced notice given to governments and individuals.

Some of the **challenges** identified in the profiling exercise were as follows:

- The codebook at 144 pages is very long and the use of it over two-day workshops is time-consuming; this might not have been the best way to collect the information.
- Provision of information by all stakeholders of varying seniority led to questions over the legitimacy of the findings contained in the draft reports.
- The feedback request allowed only two weeks for feedback from countries, which was later deemed too short a time and unrealistic. Feedback and peer reviews are long processes.
- Member countries took a negative view of the use of a vulnerability index that ranked the countries/departments. A more effective method of communicating findings might have been action points the countries could adopt in order to progress. Political sensitivities need to be handled correctly.

Table 18. Programme performance

	Output	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
Theory of change	<i>Resilience govern-ability assessment report produced</i>	<i>Member country engages with the information and data to plan for reform as well as advocate for resources</i>	<i>National reforms on resilience govern-ance planned</i>	<i>Implementation of national reforms reflective of resilience governance needs of Grenada</i>
Progress to date	<i>Resilience govern-ability assessment report not produced and no forward plans for its conclusion</i>	<i>Not assessed</i>	<i>Not assessed</i>	<i>Not assessed</i>
Progress Rating				
Comments	<i>Overall project in all the selected countries was not completed and has been abandoned with no clear forward plans for completion.</i>			

The profiling was conducted in 2015. At the time of the evaluation (February 2018), a final report had not yet been produced and there were no plans in the Delivery Plan of the Secretariat to conclude this exercise. The evaluation noted that the lead technical expert who had initiated this programme was no longer with the Secretariat. Strategic direction for completion of this activity is missing in the transition from one Strategic Plan to the next, across the entire region.

Based on review and analysis of documents and input from the Secretariat and Grenada, the framework represents an excellent opportunity for assessing and reflection on the governability of resilience in a member country. If it were completed, the outcome of this exercise would provide the member country and the Secretariat with key information useful for reform and advocacy. An opportunity also exists to take forward this work in partnership with the UN Department of Economic and Social Affairs, which is also working in this area on their own vulnerability/resilience framework that is similar to that of the Secretariat, and they hold more resources.

Sustainability

The governability framework, if effectively implemented and delivered, has the potential to anchor the Secretariat's programmes beyond their resilience needs. It is, however, of concern

that the Governance Team within the Secretariat was not consulted in the development and delivery of the framework in the member countries. **This echoes a challenge already identified in the Secretariat of teams working in silos.** The cross-cutting nature of the framework and the information that can be collected means that it would be useful far beyond the conceived needs of the project.

It is recommended this framework be reviewed in light of a Secretariat-wide framework and its use rethought within the broader cross-divisional scoping and multi-disciplinary country analysis, to provide the member country and the Secretariat with baseline information and a basis for measuring progress. It should also be considered for priority technical assistance in the Secretariat's engagement with the member country – a process that would facilitate as well as enhance meaningful Secretariat and member country cooperation.

The transition from one Strategic Plan to another should have clear consideration for on-going projects and the implication for stopping any on-going project in a member country.

3. Synthesis

This section provides a synthesis based on the OECD-DAC criteria of relevance, efficiency, effectiveness, impact and sustainability. Based on these and challenges encountered, some lessons are drawn to summarise this section.

3.1 Relevance

The Secretariat's support to Grenada is in direct response to requests received as well as to Grenada's agreement to participate in its initiatives. In this regard, the evaluation assumes that all programmes delivered were relevant. Grenada was very proactive in identifying its national needs and engaging with the Secretariat in meeting those needs. The evaluation noted the following aspects:

- **Linkage to national priorities:** Technical assistance provided by the Secretariat on legislative drafting and national planning was directly linked to a whole of government priority on the SAP. The Secretariat's input was timely and Grenada was resourceful in using the technical assistance provided, including reviewing the TORs for the experts to address the most urgent national priorities. This is also reflected in the development of the NES, a key priority for the economy.
- **De-prioritisation of youth:** Youth programming was considered a core priority by Grenada and the Secretariat a lead player. However, ever since the closure of the CYP Regional Centre, the Secretariat's engagement with Grenada has been limited, with a particularly very big gap in supporting capacity development and youth participation. Stakeholders noted that Grenada's engagement and participation in Commonwealth youth-related programming such as Ministerial Meetings had lost momentum and representation was no longer prioritised.
- **Lack of a national picture:** The emerging picture shows that the Secretariat's support was concentrated more in Public Institutions and Economic Development. Much of the support seems to have been fragmented, uncoordinated and without a holistic national

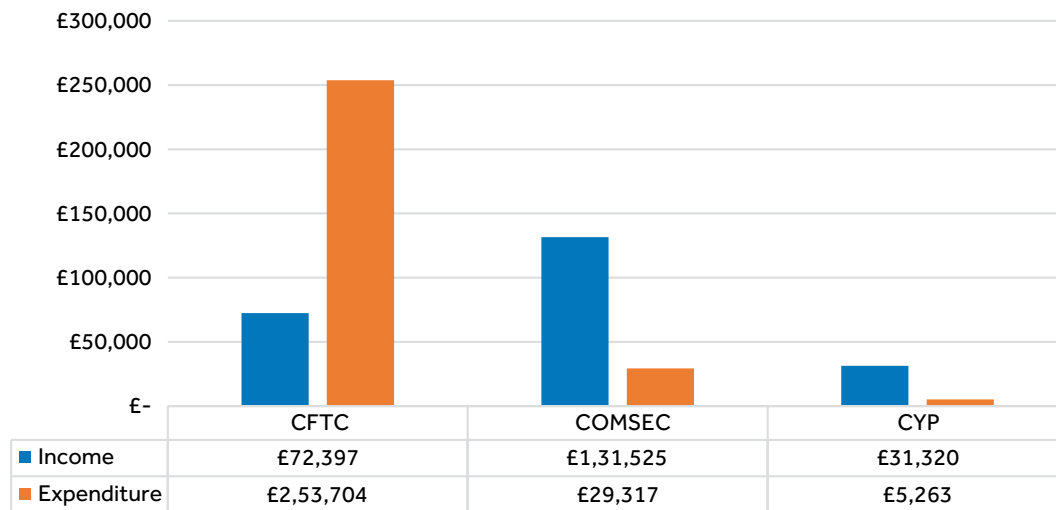
picture. **There was clarity on the part of Grenada on the national strategy and priorities and the gaps the Secretariat needed to fill. The evaluation revealed the interconnectedness of the Secretariat's support that was achieved without prior coherent planning.**

- **Depth of interventions:** Unlike in some of the similar evaluations, **there was depth in the Secretariat's engagement in Grenada. This relates to the longer-term commitment on specific areas with the support of technical experts.** Notable areas include debt management (existence and support to the system); legislative drafting; anti-corruption (consistent meetings and structured capacity-building, with a regional capacity-building hub being established in Grenada); and export promotion (development of two sets of export strategies and now clear commitment in strategy implementation).
- **Limited use of a Secretariat-led initiative:** The Secretariat failed to deliver a report on resilience governability profiling following extensive consultations with stakeholders and validation of findings. The resources used and time taken to engage on this exercise without an output questions its relevance to a small country that could have benefited from the product, particularly as a supply-led initiative: with no internal momentum, owing to staff turnover at the Secretariat, it was not concluded and there are no plans within the Secretariat to take it forward.

3.2 Efficiency and value for money

Overall, Grenada contributed a total of £240,012 to CFTC, COMSEC and CYP funds and direct programme expenditure to Grenada was £796,742. Grenada benefited more than it contributed to the CFTC and less on COMSEC and CYP funds, as shown in Figure 11.

These figures do not include regional and Pan-Commonwealth programmes from which Grenada would have benefited. COMSEC expenditure is particularly low, as most of the funds are used

Figure 11. Total income and expenditure by fund

for running the organisation and less for direct programme delivery. In the Secretariat's overall expenditure, COMSEC funding is used for convening meetings such as Ministerial Meetings and CHOGM, in all of which Grenada participated. As the cost is not disaggregated, except where there was direct support with travel cost or technical input, the unit cost for each country could not be determined.

Expenditure was concentrated in FY2014/15 and FY2015/16 reflective of the presence of long-term CFTC experts in Grenada as shown in Figure 12. The cost of short- and long-term CFTC experts is higher than other programme delivery

costs as it includes dedicated salary and gratuity commitment for the experts during the agreed contract period.

On total expenditure, 82 per cent (£650,165) was incurred in Public Institutions. Of this total, £508,459 represented CFTC expert costs. The cost for regionally based CFTC experts who made contributions to Grenada is not represented at the national level, therefore is not included. Figure 13 shows there was no direct expenditure on Social Development. Expenditure incurred on health is also reflected at the regional level, as support was regional as opposed to national. The second largest expenditure (£114,268, 14 per cent) is in Economic

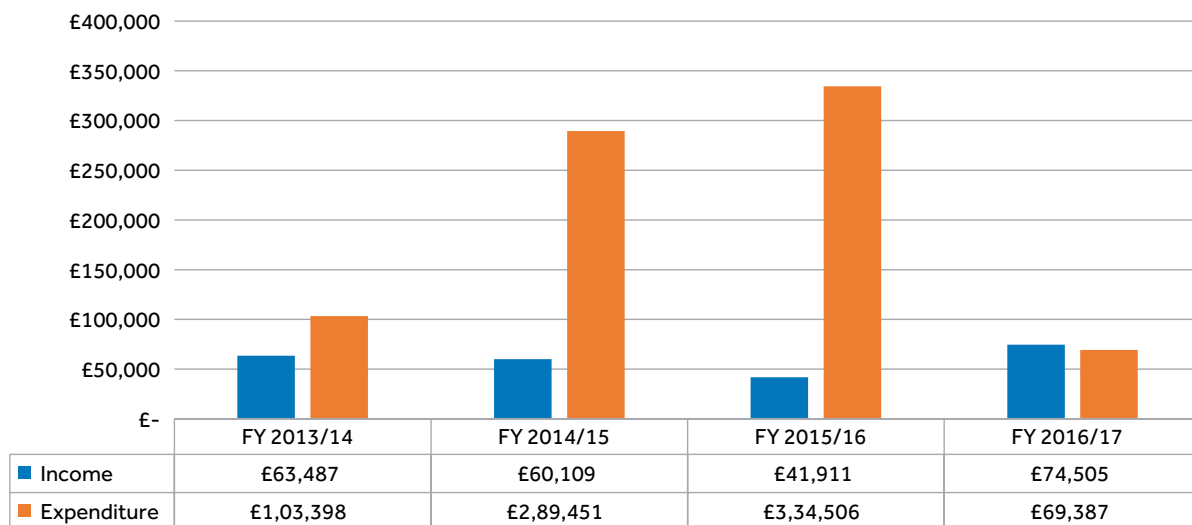
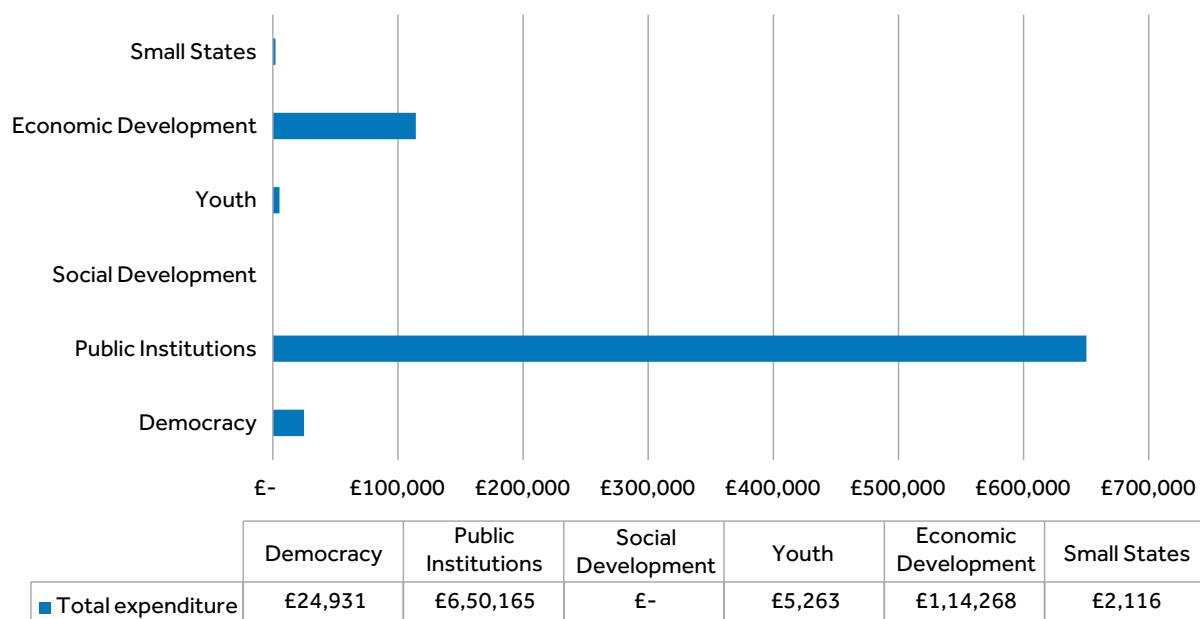
Figure 12. Total income and direct expenditure

Figure 13. Total expenditure by programme



Development. Of this total, £98,597 relates to development of the NES.

Overall, there was a high concentration of CFTC experts in comparison with other countries evaluated so far. This relates to Grenada’s awareness of technical assistance support and the proactive nature of Grenada in requesting it.

3.3 Effectiveness

Programme effectiveness is assessed with regard to progress from delivery of output to outcomes. A

TOC was recreated and used to assess progress on the translation of outputs to outcomes. Details on progress can be found in the respective sections in *Chapter 2: Findings*. As indicated in the tables below, of the ten sets of outputs assessed, only one was not delivered. Progress directly attributable to the Secretariat is most notable in oceans governance (Economic Development). Other areas with steady progress include elections and trade (Democracy and Economic Development). Public Institutions and Social Development see good progress but the Secretariat’s contribution is limited. There is no progress in Youth and Small States.

Democracy

No.	Output(s)	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
1.	Pre-election observation missions conducted Election observation mission conducted Follow-up of election recommendations Grenada participates in the CEN Biennial Conference and JEP Programme	National engagement and consultation on election observation report National action plan drawn on implementation on election recommendations	National action plan on implementation of election recommendations implemented	Improvement in electoral processes

Public Institutions

No	Output(s)	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
1.	<p>UPR and treaty body reporting supported</p> <p>Support provided for the establishment of NHRI</p> <p>Support provided to conducting a national referendum</p>	<p>Timely reporting of Grenada on UPR and treaty bodies</p> <p>Model agreed for establishment of NHRI</p> <p>7 Amendment Bills passed in referendum</p>	<p>National reforms started following passing of Bill</p> <p>Legislation developed and passed by Parliament;</p> <p>Strategic Plan developed to facilitate implementation of Paris Principles</p> <p>Follow-up on UPR and treaty body recommendations conducted</p>	<p>Accreditation process complete and Grenada achieves A status in accreditation process</p>
2.	<p>Legislation drafted in response to national needs</p> <p>National legislative capacity developed</p> <p>Legislative manuals developed and delivered</p>	<p>Stakeholders engage with legislation drafted</p> <p>Legislative drafting resource materials utilised by Drafting Unit</p>	<p>Legislation passed by Parliament</p> <p>Increased capacity for legislative drafting within Drafting Unit</p>	<p>Legislation implemented and supports national reforms</p>
3.	<p>Development of NSDP 2030 supported</p> <p>Establishment of Steering Committee for development of NSDP facilitated</p> <p>Stakeholder consultations facilitated</p> <p>Development of Technical Working Group on NSDP facilitated</p>	<p>National Steering Committee for NSDP established</p> <p>Technical Working Group on NSDP established</p> <p>Stakeholders engaged in development of NSDP</p>	<p>NSDP drafted</p> <p>Stakeholders engaged on draft NSDP</p>	<p>NSDP 2030 approved</p>
4.	<p>RBM processes established</p> <p>Capacity of staff in RBM developed</p> <p>Planning and reporting frameworks developed</p> <p>Framework for Corporate Plans developed</p> <p>Development of Corporate Plans supported</p>	<p>Ministries and departments lead on development of Corporate Plans</p> <p>Cabinet staff applying skills and knowledge on RBM</p> <p>Planning and reporting frameworks approved by Cabinet</p>	<p>Corporate Plans developed and approved</p> <p>Cabinet Secretariat's capacity strengthened to provide guidance on planning and RBM</p> <p>Planning and reporting frameworks utilised by the various ministries and departments</p>	<p>Corporate plans implemented</p>

No	Output(s)	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
5.	<p>Cooperation between Caribbean anti-corruption agencies facilitated</p> <p>Regional Anti-Corruption Training Centre established</p> <p>Capacity of Integrity Commission of Grenada strengthened</p> <p>Anti-Corruption Regional Conference hosted by Grenada</p>	<p>MoU for collaboration and establishment of the Regional Training Centre signed</p> <p>Grenada participates in regional knowledge-sharing and exchange</p> <p>Strengthened leadership skills within Integrity Commission to steer anti-corruption agenda</p>	<p>Regional Training Centre operational, self-sustainable and delivering support to anti-corruption agencies</p> <p>Integrity Commission with well-developed strategies for combatting corruption</p> <p>Integrity Commission with enhanced capacity and skills to deliver effective anti-corruption services</p>	<p>Improved Integrity Commission oversight of anti-corruption agenda and reduction in risks of corruption in public sector</p>

Social Development

No	Output(s)	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
1.	<p>Regional meeting on National NCD Commissions held with participation from Grenada</p> <p>Framework for Establishment of and Strengthening of National NCD Commissions established</p> <p>National NCD Commissions web portal established</p>	<p>Stakeholders in Grenada engaged with Framework</p> <p>Information from Framework informs Grenada's National Chronic NCD Commission</p> <p>National NCD Portal utilised for information-sharing and learning from the region</p>	<p>Grenada's NCD Commission strengthened</p>	<p>Grenada's NCD Commission effectively responding to national NCD agenda</p>

Youth

No	Output(s)	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
1.	<p>Caribbean Regional Workshop on Youth Policies conducted</p> <p>Technical Meeting on Enhancing Youth Development Statistics in the Caribbean</p> <p>Regional Ministerial Meetings facilitated</p>	<p>National Youth Policy that is evidence-based developed</p> <p>Increased engagement on identification and closing of gaps in national statistics on youth development</p>	<p>National Youth Policy approved by Cabinet</p> <p>Improved collection of youth-related national data for youth policy implementation and contribution to regional statistical requirements for YDI</p>	<p>National Youth Policy implemented</p>

Economic Development

No	Output(s)	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
1.	<p>Review of previous NES conducted</p> <p>Strategic options for export development produced</p> <p>Technical support provided in development of NES 2017–2021</p>	<p>Stakeholders engaged in development of NES</p> <p>NES developed</p> <p>NES approved and launched</p>	<p>Implementation plan and structures for NES developed and financed</p>	<p>Grenada NES 2017–2021 implemented</p>
2.	<p>Public Debt Management Act drafted</p> <p>E-learning courses on domestic debt management, external debt management concepts and CS-DRMS to manage external debt developed and delivered</p> <p>Two regional training workshops on public debt management concepts and CS-DRMS v2 delivered</p> <p>Latest version CS-DRMS (v2) installed</p>	<p>Stakeholders engaged on Act</p> <p>Skills and knowledge gained utilised in debt management</p> <p>Debt management system effectively utilised to manage public debt</p>	<p>Act passed in Parliament</p> <p>Real-time responsive debt management data and information produced by debt management system and used to inform decision-making</p>	<p>Act implemented</p> <p>National frameworks facilitate effective debt management</p>

Small States

No	Output(s)	Short-term Outcome 1	Short-term Outcome 2	Intermediate Outcome
1.	<p>Resilience governability assessment report produced</p>	<p>Member country engages with the information and data to plan for reform as well as advocate for resources</p>	<p>National reforms on resilience governance planned</p>	<p>Implementation of national reforms reflective of resilience governance needs of Grenada</p>

3.4 Impact

The Secretariat's understanding of 'impact' needs to be understood within the context of the **'Impact Pathway'** versus the mainstream impact that pertains to the changes in citizens' lives. Considering the level of resource input as well as the Secretariat's support was limited to national institutional support with no direct engagement with citizens, the impact is defined in relation to this context. Table 19 presents the four result categories with what is considered as impact for the Secretariat.

The depth of programming in Grenada over the years could not be holistically established, owing to the poor knowledge management system within the organisation. The evaluation

anticipated looking beyond the Strategic Plan period being evaluated to identify signs of impact from previous programmes. However, it highlighted a few impact areas of the Secretariat's support to Grenada as indicated below. Additional information on the impact is documented in *Chapter 2: Findings*.

- Debt management:** The Secretariat supported the Government of Grenada in drafting the Public Debt Management Act 2015 through the resident CFTC expert in the Office of the Attorney General. The Act was passed and is now implemented through the Medium-term Debt Strategy. This is part of the IMF Home-grown SAP, which saw strong ownership at the national

Table 19. The Secretariat's definition of impact

Result area	Consensus-building, Thought Leadership and Advocacy	Policy and Legislative Development	Institutional Development and Capacity-building	Networking, Knowledge Generation and Sharing
What is considered impact	Consideration/uptake of policy position/strategies; Implementation of action plans	Policy implementation	Improvement in institutional processes	Improvement in institutional processes

level that included a wide array of measures including debt relief; the Medium-term Debt Strategy; establishment of a Fiscal Responsibility Oversight Committee; and new legislation, for example the above act and the Fiscal Responsibility Act No. 29 of 2015, among others.

- Public procurement:** The Secretariat (CFTC Expert – Senior Commercial Counsel in the Attorney General's Office) supported the drafting of the Public Procurement Act, as part of the Fiscal Adjustment and Reforms Programme, and was also instrumental in the development of new procurement framework, including capacity-building. The Act was passed in August 2014 and the supporting regulations in September 2015. Implementation of the Act started in 2016. Major institutions were established as part of implementing the Act: Public Procurement Board appointed and functional; Review Commission established and functional; Procurement Secretariat established and already staffed, supporting the operations of the Board; Procurement Units to be established in all ministries. **At the end of the evaluation, four ministries had made good progress in the establishment of procurement units in line with the Act (Finance, Works, Health and Education).**
- National Youth Policy:** The CYP Regional Centre was praised for its extensive advocacy for the development of national youth policies. In 2004, **the CYP Regional Centre provided technical support in the development of the first National Youth Policy. This was commended for shaping youth development in Grenada and increasing government awareness of the importance of youth development.** This is reflected in the increased annual budget allocation to youth development

from EC\$10,000 in 2002 to the current EC\$30 million. **A Youth Strategic Action Plan and Implementation Strategy were developed that have clear roles and responsibilities for the different line ministries. There is also an Inter-Ministerial Focal Group for Youth Policy that meets quarterly to discuss progress on implementation of the Plan.** The Policy was in implementation until 2015 when successor policy development was commissioned.

3.5 Sustainability

Technical assistance: The programmes delivered as part of technical assistance had clear sustainability planning built in and discussions with the member country on transition following the end of the technical assistance. There was evidence of monitoring mission reports that addressed issues of sustainability. However, there was also evidence that, despite efforts to ensure there was capacity in place, particularly for legislative drafting, which received the most experts, the Grenadian Legislative Drafting Unit seems to have returned to the condition and form that existed prior to Secretariat support. This is primarily because law graduates do not see legislative drafting as an attractive career option. There are huge issues with the recruitment and retaining of drafters in Grenada and the region as a whole and this will require systemic solutions in the future.

Youth programme: Capacity developed through the CYP at regional level has been evident in Grenada, with key positions in ministries and political leadership held by alumni. The diploma in Youth Development Work programme, which has been transitioned to UWI, is still operational and graduating candidates. However, closure of the CYP Regional Centre in Guyana significantly affected the continuation of youth programming in Grenada, as noted by its limited progress on national youth representation.

Debt management system: The CS-DRMS is a sustainable system that was adopted by Grenada and is still in operation with all the various upgrades.

3.6 Lessons learnt

Recruitment of CFTC experts within the region not only had the benefit of local context knowledge but also made it possible to retain experts in the member country or the region to continue providing valuable technical capacity. An example is the retention of the CFTC Expert as the Permanent Secretary in the Office of the Prime Minister.

Expert-led Secretariat initiatives tend to lose momentum when the expert leaves the organisation and there is no handover or organisational direction to complete the work started. The governance resilience framework lost the lead expert within the Secretariat and came to a halt. All initiatives, both innovative and on-going programmes, need to be grounded and owned by the Secretariat but not dependent on the technical expert delivering them.

Inter-Divisional coordination opportunities were missed during the development and implementation of the resilience governability framework in the small states. The Governance Team was not consulted on a governance project that was being delivered by another technical Division. Ownership of initiatives seems to override

the benefit of working together in a concerted manner to achieve sustainable results. In the case in point, the experts in the team engaged in the delivery were experts not in governance but in resilience and therefore their interface on governance issues as a whole was challenged. A key lesson is that expertise from across the different Directorates and Divisions needs to be drawn together to deliver on programmes for the Secretariat.

The **Secretariat profile** in programme delivery is limited at activity level to press releases on high-visibility engagements such as programme launches and the Secretary-General's visit to the member country as opposed to the holistic programming being delivered in the member country and the change the Secretariat intends to contribute to. This realisation implies the Secretariat's visibility is experienced on a case-by-case basis and the member country does not have the complete picture of its work. Secretariat engagement needs to address longer-term change in a holistic manner and should be consistently communicated to the member country leadership and development partners.

Stakeholders consultations on the closure of the Regional Youth Centre should have been more extensive and a transition programme or national options to keep momentum of progress at the time considered.

4. Recommendations

4.1 Programme challenges and recommendations

Youth – closure of the Regional Youth Centre and impact on youth programme: The CYP Regional Centre in Guyana was the hub for youth development in the Caribbean and the Secretariat was the only key development player in youth development, as noted by stakeholders. As such, its closure had a direct effect on the delivery of the capacity development programmes, affecting youth participation. The process adopted for the closure was not consultative, affecting Grenada's confidence in the future of the CYP. Options for the region to consider continuation of the programme were not explored. The current approach to youth development has not yet taken root and gained the confidence of Grenada. Stakeholders also noted that Grenada's engagement and participation in Commonwealth youth-related programmes such as Ministerial Meetings had lost momentum and representation was no longer prioritised. Stakeholders felt that more needed to be done to build partnerships and programming interventions to reignite efforts in this area and launch youth development on a sustainable course.

The Secretariat needs to conduct a comprehensive assessment of the impact of the closure of the Regional Youth Centre on national youth programming.

The Secretariat's Youth Team needs to establish a closer working relationship with Grenada and build confidence in the current direction of the CYP.

Health – development of National NCD

Commissions. The Secretariat was recognised as an important player in the three specific and central activities. However, beyond the stakeholders involved, its influence was limited. Two important strategic areas that would have raised its profile would have been the development of more high-profile strategic partnerships combined with efforts to enhance Secretariat visibility within the region. Stakeholders reported little knowledge of the Secretariat's involvement, thus more could be done to enhance its visibility. One Grenadian government stakeholder stated that the Secretariat '*doesn't*

really feature' and the head of the Grenadian NCD Commission was aware of the Secretariat's involvement only because '*their name was on the Framework'*.

The Secretariat needs to develop partnership at a strategic level, with the Ministry of Health in Grenada and implementing partners, to raise the profile of its engagement.

Small States – resilience governability framework:

Implementation of the resilience governability framework did not occur. Challenges included its conception as a framework for assessment and its use within the member country and the Secretariat; misgivings on how it would be viewed and utilised, for example for political purposes rather than for the purpose for which it was developed; lack of coordination with experts within the Secretariat in charge of governance for technical input; and lack of strategic direction and budget for continuation. With out-dated data but an excellent framework that can be utilised within other contexts, this initiative needs to be brought back to focus.

It is recommended this framework be reviewed in light of a Secretariat-wide framework and its use rethought within the broader cross-divisional scoping and multi-disciplinary country analysis, to provide the member country and the Secretariat with baseline information for measuring progress. It should also be considered for priority technical assistance in the Secretariat's engagement with the country, a process that would facilitate as well as enhance meaningful Secretariat and member country cooperation.

4.2 Institutional challenges and recommendations

Transition in the Strategic Plans: Outputs not concluded in one Strategic Plan have not been planned for effectively in the next Strategic Plan period. The resilience governability framework development was one of these; it started in the strategic period 2013/14-2016/17 but was not budgeted for or included in the Delivery Plan for the next Strategic Plan period. Even if other factors

contributed to failure to deliver the output, budget was one significant aspect.

The transition from one Strategic Plan to another should entail clear consideration of on-going projects and the implications of stopping any such projects in a member country.

Strategic direction in programme delivery needs to be strengthened. Interpretation of the Strategic Plan is dependent on the technical expertise on board at the time of delivery and not on the organisational vision and strategy to address the key challenges in the Commonwealth. The Secretariat's delivery is dependent on member country requests and the technical expertise of staff in post. Technical staff have the ability to steer initiatives towards their unique expertise, whereas the Secretariat as an institution is slower to embed the initiative into the organisation to ensure there is strategic-level leadership independent of the technical staff. The dependence on technical staff expertise with no clear organisational strategic direction on taking forward such initiatives means the work, however excellent it is, stops once the technical expert leaves the Secretariat.

All programmes delivered need to be grounded within the Secretariat's strategic vision for the Commonwealth so as to ensure all initiatives started are owned by the Directorate and delivered irrespective of existing staffing capacity.

Country focus in programme planning and delivery: The evaluation uncovered an interconnectedness of the Secretariat's support that was achieved without prior coherent planning. Much as the Secretariat's support seemed fragmented, uncoordinated and without a holistic national picture, despite clarity on the part of Grenada on the national strategy and priorities and the gaps that the Secretariat needed to fill.

A country focus needs to be inbuilt in programming at the strategic level (such as in the Delivery Plan) and a national programme delivery approach or strategy needs to be established that is linked to the priority needs of the member country. This should be reflected in the depth of programme delivery and engagement in the selected areas.

A country-designated focal point needs to be established within the Secretariat to map out all engagements with the member country and

update progress on implementation, as well as to draw attention to gaps and successes.

Technical assistance: The recruitment of technical experts does not include interviews or the opportunity for the member country to engage with potential candidates to ascertain best fit for the role and for the country context. As a result, some challenges were experienced in Grenada that led to the termination of contracts. This could have been avoided had there been more rigour in the recruitment process.

The recruitment process of CFTC experts should be broadened so that member countries hosting a technical expert are given the opportunity to engage with the candidates under consideration for the assignment, for more informed decision on the candidate beyond the profile and curriculum vitae.

International relations versus national coordination: Similar to findings in other country evaluations, the Secretariat's programme coordination is anchored within the ministry in-charge of international relations as opposed to national planning and coordination mechanisms. It is important for the Secretariat to expand its engagement to directly coordinate its programme delivery with the latter mechanisms so as not to duplicate efforts and to ensure the Secretariat's input is effectively reflected in national planning and reporting.

The Secretariat's programme delivery in a member country needs to be coordinated both at the diplomatic level (ministry in-charge of international affairs) and at the programmatic level (ministry in-charge of national planning and coordination) to ensure its input is responsive and reflective of national priorities as well as highlighted in national reports.

Follow-up, monitoring and evaluation: Similar to findings in other country evaluations, except in the case of expert placements in Grenada, where there was monitoring and evaluation, there has been limited follow-up and lack of monitoring and evaluation on programming. Follow-up on implementation is evident only in on-going activities where both the Secretariat and Grenada are keen to progress.

Country-level data/information collection as part of monitoring and evaluation needs to be embedded in all field missions and information from Back to Office Reports compiled in a central country database.

Annex 1: Terms of Reference

Evaluation of the Commonwealth Secretariat's support to Grenada 2013/14–2016/17

1. Introduction

The Commonwealth Secretariat is an intergovernmental organisation established in 1965 with 52 member countries across the globe, bringing together 2.2 billion citizens. The Organisation promotes democracy, rule of law, human rights, good-governance, social and economic development and is also a voice for small states and youth empowerment. The Secretariat work is guided by its Charter that affirms the core commonwealth principles (*of consensus and common action, mutual respect, inclusiveness, transparency, accountability, legitimacy, and responsiveness*) and by its Strategic Plan.

In response to the evolving development context and demands of member countries and other stakeholders, the Secretariat has adopted an increasingly results-oriented approach. Guided by the Strategic Plan and Evaluation Plan, a select number of independent evaluations and country evaluation are commissioned each financial year to respond to member countries demands for accountability as well as the Secretariat's need for learning and organisational improvements.

The overall aim of the Evaluation function is to determine the relevance, efficiency, effectiveness, impact and sustainability of a programme, policy, or project so as to incorporate lessons learned into the decision-making process. As such it requires gathering, analysing, interpreting and collating information. To be effective, evaluations must be well designed, meet accepted standards for data gathering, quality and analysis and be well managed.

The Secretariat's Country Evaluations are designed to fulfil a number of functions:

- It is an instrument of accountability to member governments, providing an assessment of effectiveness, relevance, impact and sustainability in delivering results of Secretariat's projects, programmes and special activities in member countries;

- Guides policy and planning decisions by providing feedback on the performance and quality of the Secretariat's portfolio of development and democracy work;
- Provides an opportunity to identify and disseminate organisational lessons to guide the future work of the Secretariat in a particular country or region and generally across its membership;
- Assess the contribution versus the benefits that individual member countries attain from the Secretariat's service delivery.

2. Context

The Strategic Plan 2013/14 – 2016/17 evaluation noted that the Secretariat should do more 'evaluative monitoring' to reduce its reliance on costlier external evaluation. As the Secretariat matures in the monitoring function, it is anticipated that the evaluation function will endeavour to bridge the outcome monitoring gap through evaluative monitoring. As outcomes take a long time to materialise, outcomes of projects implemented in the 2013/14-2016/17 strategic plan will only be realised in the next strategic period (2017/18 – 2020/21).

Building on the Secretariat's '*Impact Pathway*' approach to results based planning, monitoring and evaluation, an evaluation framework that applies qualitative evaluative monitoring methodologies such as outcome mapping, outcome harvesting and case studies will be applied.

Country-focused evaluative monitoring will take a holistic approach to the Secretariat's engagement in the selected country in assessing outcomes and impact. These studies will be conducted internally by the Strategy, Portfolio and Partnerships Division's Evaluation Team increasing the scope and reach of the study over the strategic plan period. The selection criteria used for the countries to be evaluated include:

- a) An adequate geographic balance of nations;
- b) No previous country evaluation conducted;
- c) The size (number and value) of activities supported by the Secretariat;
- d) A balance between small nations and others;
- e) A balance between varying levels of development;

3. Purpose and Scope of Assignment

The Country Evaluation is an internal evaluation led by Strategy, Portfolio and Partnership Division. The purpose of Country Evaluations is to assess the relevance, effectiveness, impact and sustainability of the Secretariat's support to the target member state. The study will cover the four-year period of the strategic plan 2013/14 – 2016/17 as the common base for all country evaluations. However, depending on when the evaluation takes place, information collected should be up-to-date to the time of the study that will include the current strategic plan period 2017/18 – 2021/22. The evaluation will provide an independent opinion on the design, performance and results of all the Secretariat's programme in the targeted member state. It will also make recommendations from both the strategic and operational perspectives to optimise the utilisation of resources in achieving sustainable impact. Specifically, the evaluation will:

- Review the extent to which the Secretariat support was relevant to the priorities of the targeted member country, and consistent with intermediate outcomes of the Strategic Plan;
- Assess outcomes and impact achieved over the evaluation period and the level of sustainability of the results;
- Assess member state contribution to Secretariat's funds and the benefits realised over the review period and conduct a contribution-benefit analysis, assessing value for money for the member country;
- Review the delivery model of programmes in the member state, including communication and programme coordination in-country, highlighting lessons and areas for improvements;
- Identify issues, challenges and lessons learned and make recommendations on the overall Secretariat's programming.

4. Approach and Methodology

One of the primary focus of the Country Evaluations is to assess if there has been any outcomes or impact that can be attributed to the contribution of the Secretariat to the member state. It is very difficult to assess the contribution of the Secretariat in the midst of different development players, and in some cases where the Secretariat's contribution has been limited. In that regard, a mix of qualitative methodologies will be used to try and ascertain the changes that have occurred and evidence their links to the Secretariat. Some of the methodologies that will be used include the Secretariat's developed 'Impact Pathway', outcome harvesting, outcome mapping and case studies.

Based on the above evaluation methodologies informing the questions and tools development, the Evaluation Team will include the following key steps in the conduct of the evaluation for information collection, analysis and report writing during the study.

- National country documentations, including strategy documents and reports available publicly will be reviewed to provide context and address the general evaluation questions;
- Desk review of all projects and interventions delivered in the target country. Project design documents with their monitoring plans and results reports will be reviewed. All key documentations including Back to Office Reports, research reports, progress reports from Consultancies etc. will be reviewed to address the specific evaluation questions;
- Focus group discussions and interviews will be held with project teams to better understand the programme theory, qualify/contextualise the results documented and seek responses to specific questions that will emerge from the literature review;
- Field visits will be conducted to the target country to meet key stakeholders, boundary partners, beneficiaries and others who may have engaged with the interventions. These visits will allow the evaluation team to triangulate desk findings, verify results information and collect raw data on the evaluation questions in the evaluation framework. Where possible, focus group discussions will be held with teams/beneficiaries directly engaged with the Secretariat's programmes;

- Specific engagements will be conducted with national level monitoring and evaluation units, planning and statistical units to aggregate national information and also verify national statistics and policy positions;

In order to maximise access to key stakeholders, where possible, the timing for these studies will coincide with any country, regional or Pan-Commonwealth meetings or events taking place in the target country. Evaluation Teams, where possible, can also hold side review meetings alongside these meetings/events.

5. Deliverables

- **Inception report** incorporating the revised Terms of Reference TOR and Country Evaluation Framework and data collection tools;
- **Evaluation Report:** The report, following the desk review, interviews, survey and field work, will include all the findings, analysis, lessons and recommendations. Case studies will be used in the representation of the some of the information;
- **Impact Stories:** These will be a core output of each of the field visit. They will be stand-alone case studies where there is strong evidence of impact. These will be published separately with photos where appropriate. The impact stories will be used to supplement progress reports and published for wider access;
- **Synthesis Studies Themes:** Emerging themes from completed country evaluations and impact stories will be identified for further analysis and synthesis to provide a regional or Pan-Commonwealth picture;
- **Dissemination seminar** presenting and validating the evaluation findings and recommendations;
- **Evaluation summary report:** A short document that highlights key findings and can be easily accessible and used for decision making.

6. Schedule and Level of Effort

The study is planned to commence in June 2018. It is estimated that at least a team of two staff will be involved led by a team member of Strategy,

Learning and Innovation. The study is to be completed within three months from inception. Travel and Daily Subsistence Allowance expenses related to country field visits will be covered by the Country Evaluation budget in line with the Secretariat's Travel Policy.

7. Technical Requirements

The Evaluation Team should demonstrate the following:

- Substantive knowledge and experience in undertaking reviews, evaluations and critical research;
- Knowledge and experience of policy and programming matters as well as challenges and issues in global and national development and democracy;
- Ability to handle and analyse big datasets, and conduct multi country reviews;
- Excellent communication skills, both spoken and written English, including experience in the production of clear and concise reports for international/inter-governmental institutions, and delivery of messages to a diversified audience;
- In-depth understanding of the work of the Commonwealth; and,
- Familiarity with SDGs and the international governance architecture.

8. Evaluation Team Selection Criteria

To be selected to participate on the Country Evaluation Team, the staff member should:

- Be objective and able to view the progress or lack of it from a learning perspective;
- Be balanced, critical and able to independently lead and facilitate discussions with both internal and external stakeholders;
- Not be a part of the programme team for projects being evaluated in the targeted country;
- Be able to engage with and represent the Secretariat at key meetings, present and defend the evaluation findings to external and internal stakeholders;

9. Evaluation Team

The Country Evaluation Team is composed of the following:

- **Head of Evaluation and Learning – Team Leader:** Accountable for the overall evaluation study; Lead the evaluation study, including preparation of evaluation tools, desk review, data/information collection, analysis and reporting; Lead the team on the field visit; Lead the preparation and presentation of the evaluation report;
- **Programme Officer:** Support desk review; Support data collection; Support

communication with internal and external stakeholders; Circulate data collection tools; Schedule interviews; Facilitate field visits logistics; Support analysis and reporting; Participate and prepare minutes for meetings, including presentation of report and follow-up meetings.

- **Consultant:** Conduct desk review; Conduct interviews and participate in field visits; Facilitate focus group discussions as required; Conduct analysis of data and information; Support preparation of evaluation report; Support presentation of the evaluation findings.

Annex 2: Evaluation Framework

	Evaluation questions
Context	What has been the Secretariat's engagement with the institution? What issues/ problem was being addressed by the Secretariat? Did the Secretariat fully understand the problem within the broader context? What was delivered by the Secretariat? When was this delivered?
Relevance	Were the activities and outputs of the programme responsive to the problem/ issue that were identified? Was the Secretariat support relevant to the priorities of the institution? Was this support consistent with intermediate outcomes of the Strategic Plan?
Efficiency	What was the delivery mechanism? How efficient was the delivery? Were costs economised without affecting the quality of delivery? Were issues of equity considered in the achievement of programme outcomes?
Effectiveness	Were the planned results of the programme achieved? What factors contributed to the achievement or non-achievement? Was the Secretariat responsive to the issues? How effectively have the outputs and outcomes been monitored?
Impact	What changes (positive and/or negative) have you seen? Can this change be directly attributed to the support provided by the Secretariat? Who are the other players contributing to this change? How has this change affected women and men differently if any? Or could the change potentially be experienced differently between men and women? Are there any unplanned changes that happened as a result?
Sustainability	Can these results be sustained over a long period? What needs to be put in place to ensure the programme is sustainable?
Value added	Could this programme have been delivered by another partner? What distinct value does the Commonwealth Secretariat add?
Challenges	What challenges were experienced and what areas could be improved?
Lessons	What lessons can be drawn? What could the Secretariat do differently?
Recommendations	How can the programme be improved to better meet needs?

Annex 3: Grenada's Participation in Ministerial Meetings, Conferences and Training Workshops

Event name	Dates	Location	No. of participants from Grenada
Ministerial events/meetings			
Commonwealth Foreign Affairs Ministers Meeting 2013	26-Sep-13	New York, USA	3
Commonwealth Finance Ministers Meeting 2013	09-Oct-13	Washington DC, USA	1
Commonwealth Sports Ministers Meeting 2014	21-Jul-14	Glasgow, Scotland	1
Commonwealth Finance Ministers Meeting 2014	08-Oct-14	Washington DC, USA	1
Commonwealth Health Ministers Meeting 2015	17-May-15	Geneva, Switzerland	2
Commonwealth Health Ministers Meeting 2016	22-May-16	Geneva, Switzerland	2
Commonwealth Foreign Affairs Ministers Meeting 2016	22-Sep-16	New York, USA	3
Commonwealth Trade Ministers Meeting 2017	10-Mar-17	London, UK	1
Other meetings/conferences			
Stakeholders' Consultations on Resilience-building	23–24 February 2015	St George's, Grenada	29
Commonwealth Regional Meeting of Heads of Integrity Commissions and Anti-Corruption Bodies in Commonwealth Caribbean	22–26 June 2015	St George's, Grenada	41
Building Resilience through Governance	24 July 2015	St George's, Grenada	22
Tackling Corruption Together	11 May 2016	London, UK	1
Commonwealth Electoral Network Biennial Conference	22–24 June 2016	Port of Spain, Trinidad and Tobago	1
Dialogue with Government of Grenada: Establishment of a National Human Rights Institution in Compliance with the Paris Principles	28–29 June 2016	St Georges, Grenada	36

Event name	Dates	Location	No. of participants from Grenada
Trainings/Workshops			
CS-DRMS v2 ECCB/Secretariat Joint Workshop	28 October – 8 November 2013	St Kitts and Nevis	3
OECS/COMSEC Maritime Boundaries Working Session	4–6 February 2014	Rodney Bay, Saint Lucia	2
Regional Legislative Drafting Seminar	26–28 May 2014	Grenada	23
Workshop on Evidence-based Policies on Youth Development in the Caribbean	2–4 June 2015	Bridgetown, Barbados	2
CS-DRMS v2 SP2 ECCB/Secretariat Joint Workshop	23 May – 1 June 2016	St Kitts and Nevis	3
Technical Meeting on Enhancing Youth Development Statistics in the Caribbean	27–28 June 2016	Kingston, Jamaica	2
Training Workshop on Anti-Corruption and Good Governance	19–23 September 2016	St George's, Grenada	Unknown
E-Learning Courses on Domestic Debt Management; External Debt Management Concepts; and CS-DRMS to Manage External Debt	N/A	N/A	3

Annex 4: Internal Stakeholders List

No.	Role
1.	Adviser & Head, Debt Management; Economic, Youth and Sustainable Development Directorate
2.	Debt Systems Development Officer, Debt Management; Economic, Youth and Sustainable Development Directorate
3.	Adviser, Debt Management; Economic, Youth and Sustainable Development Directorate
4.	Adviser, Debt Management; Economic, Youth and Sustainable Development Directorate
5.	Adviser, Health; Economic, Youth and Sustainable Development Directorate
6.	Health Research Officer, Health; Economic, Youth and Sustainable Development Directorate
7.	Programme Assistant, Economic Policy; Economic, Youth and Sustainable Development Directorate
8.	Acting Head, Economic Policy; Economic, Youth and Sustainable Development Directorate
9.	Technical Economic Officer, Economic Policy; Economic, Youth and Sustainable Development Directorate
10.	Operations Officer, Trade; Trade, Oceans and Natural Resources Directorate
11.	Adviser, Trade; Trade, Oceans and Natural Resources Directorate
12.	Senior Administrative Officer, Office of the Chief Operations Officer
13.	Adviser & Acting Head, Technical Assistance Unit
14.	Economic Adviser, Oceans and Natural Resources; Trade, Oceans and Natural Resources Directorate
15.	Legal Adviser, Oceans and Natural Resources; Trade, Oceans and Natural Resources Directorate
16.	Head, Social Policy Development; Economic, Youth and Sustainable Development Directorate
17.	Acting Head & Adviser, Anti-Corruption, Public Sector Governance; Governance and Peace Directorate
18.	Adviser, Public Financial Management, Public Sector Governance; Governance and Peace Directorate
19.	Head, Human Rights; Governance and Peace Directorate
20.	Political Officer, Political; Governance and Peace Directorate
21.	Head, Good Offices; Governance and Peace Directorate
22.	Legal Adviser, Justice Section, Rule of Law; Governance and Peace Directorate
23.	Adviser & Head, Law Development Section, Rule of Law; Governance and Peace Directorate
24.	Legal Adviser, Legislative Support & Law Reform, Rule of Law; Governance and Peace Directorate
25.	CODA (Financial System) Consultant, Finance; Office of Chief Operations Officer
26.	Human Resources Officer; Human Resources and Facilities Management Division

Annex 5: List of Institutions Consulted

No.	Institution
1.	Ministry of Foreign Affairs
2.	Ministry of Finance, Planning, Economic Development & Physical Development
3.	Cabinet Office, Office of the Prime Minister
4.	Office of the Integrity Commission
5.	Department of Public Administration
6.	Ministry of Health
7.	Grenada Drafting Office
8.	Grenada Youth Centre
9.	Parliamentary Elections Office
10.	Ministry of Youth, Sports, Culture & The Arts
11.	Ministry of Education and Human Resource Development
12.	Inter-Agency Group of Development Organisations
13.	Grenada Community Development Agency
14.	Grenada Organisation of Women
15.	Ministry of Legal Affairs
16.	Central Statistics Office
17.	Ministry of Agriculture
18.	Secretariat – National Development Plan 2030
19.	Justis Chambers, Cajeton Hood Office
20.	National Training Agency
21.	St George's University
22.	Ministry of Trade, Industry, Co-operatives & CARICOM Affairs

Commonwealth Secretariat

Marlborough House, Pall Mall
London SW1Y 5HX
United Kingdom

thecommonwealth.org

