

Poverty Reduction Action Plan

Historical Context

The Turks and Caicos Islands are located north of the island of Hispaniola and at the end of the Bahamas chain. The islands experience a tropical, marine climate that is moderated by trade winds; they are sunny and relatively dry. The terrain is low, with flat limestone and has extensive marshes and mangrove swamps. The total area of the islands is 430 square kilometers.

The country consists of two groups of islands separated by a deep-water channel about 22 miles wide with a depth of over 7000 feet, known as the Turks Island Passage. The Turks Islands lie to the east of the passage and the Caicos Islands to the West. The Turks Islands consist of two inhabited islands, Grand Turk and Salt Cay and six uninhabited cays.

The Caicos Islands consist of six islands, four of which are inhabited. The Caicos Islands form a bank - the Caicos Bank, with the islands separated from one another by shallow passages. Altogether, both sets of islands have a total land area of 193 square miles or 417 square kilometres: marshlands comprise another 150 sq miles. The largest of all the islands is Middle Caicos.

The islands are all low lying and are at risk of sea-rise deriving from global warming. They experience a limited rainfall, and are drought prone. Hurricanes occur frequently and together with sea-rise, are the disasters to which they are particularly vulnerable.

The earliest recorded settlers were the Lucayans who were resident when Columbus visited on his maiden voyage to the Caribbean. Up to the eighteenth century, the islands did not attract much attention from the other colonizing powers. They were small and lacked the cultivable land to support a large-scale agriculture. However, they served as good lookout posts, and a haven for pirates and other marauders intent on fleecing shipping travelling through the Turks Passage and the Caicos Passage. Moreover, they were also a useful port of call for securing salt for vessels bound on their return journey to Europe.

The salt industry in the Turks and Caicos Islands that evolved in Grand Turk, Salt Cay and South Caicos dates back to the late seventeen-century when Bermudans settled the island. The granting of land to UK loyalists following the independence of USA resulted in a major contribution to the population. The salt industry, along with limited attempts at agriculture sustained the islands up until the 1960's. When the salt industry collapsed in the 1960's, the fishing industry became more predominant and many of the islanders were forced to migrate to neighbouring countries in search of employment. After a brief period of decline the economy has transformed itself from an economy based on primary production into a leading provider of high quality services in the tourism and off shore financial industries.

Since settlement from the 'old' world, TCI has been administered from various centres, including Jamaica and Bahamas. TCI is now a UK Overseas Territory, with substantial local administration under a Ministerial form of Government. The Governor is appointed from UK and

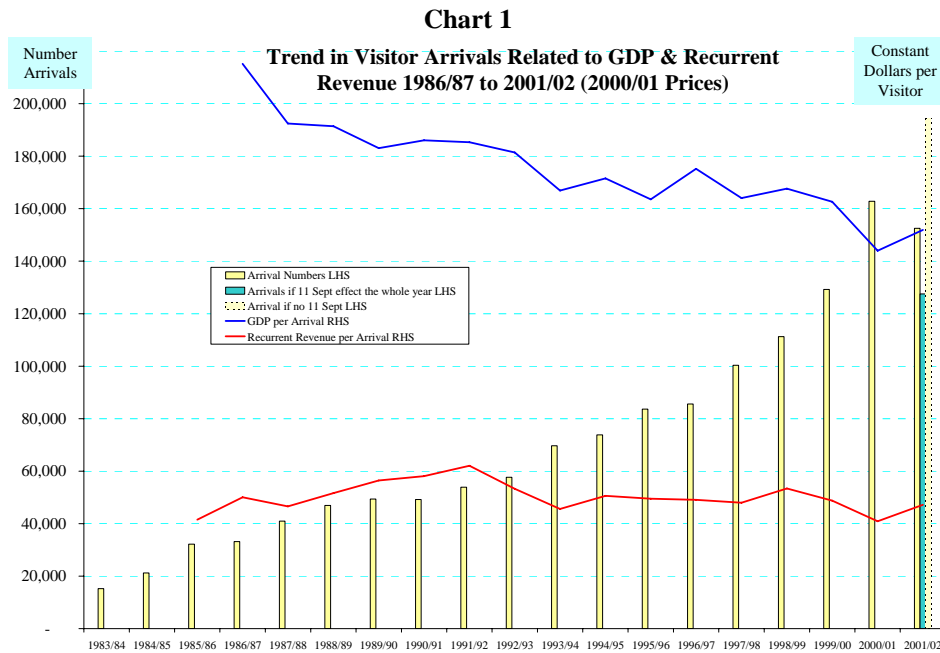
retains direct responsibility in limited areas, including public service, policing and financial services regulation.

Macro-Economic Analysis

Since mid-80s real GDP¹ has grown at an average annual rate of over 8% driven substantially by growth in visitor arrivals and the associated construction boom. Chart 1 depicts the growth in visitor arrivals, and shows that GDP/arrival has declined due to the annual growth in visitor arrivals of 12% outstripping the growth in GDP.

There has been increased dependence on tourism, as a greater share of GDP is generated by this industry and resources are drawn from other parts of the economy (as well as from overseas) to support this dominant sector. The more detailed GDP estimates for 1995 to 2000 show the share of tourism in GDP is estimated to have increased from 29% to 35% over that shorter period. Without unduly constraining the success of this dynamic sector, we need to try and ensure a more diversified economy to avoid holding too many eggs in one basket.

Prior to 11 September, arrivals were growing at some 20% pa during the first half of 2001. Following 11 September conditions deteriorated: visitor arrivals fell back to levels of two years before. Since then monthly arrivals have trended at a similar rate to two years ago, meaning we are back to the underlying growth rate, but from a lower base.



¹ Care must be taken with GDP estimates for TCI as they are calculated with limited supporting data.

Pre-census estimates, of, enumerated population since 1990 has grown at some 5-6% pa, largely via immigration, as indicated by Chart 2. This Chart also emphasizes the rapid growth in Providenciales population compared to the rest of the country. It is interesting to note, that despite Provo having some two-thirds of the total population, it only has as many registered voters as Grand Turk, or all the rest of the islands combined.

Based on these population figures, GDP per capita (in 2000/01 dollars) has increase from nearly \$9,000 to nearly \$12,500; an impressive growth rate of nearly 43% pa. Taking into account the likely under counting, a GDP/capita of some \$11,000 is likely; which locates TCI in the middle-income country range. These results are supported in the Standard of Living Assessment that showed a poverty level² of about 26% and extreme poverty (or indigent)³ level of only 3.2%. These figures are at the lower end of the range in the Caribbean region.

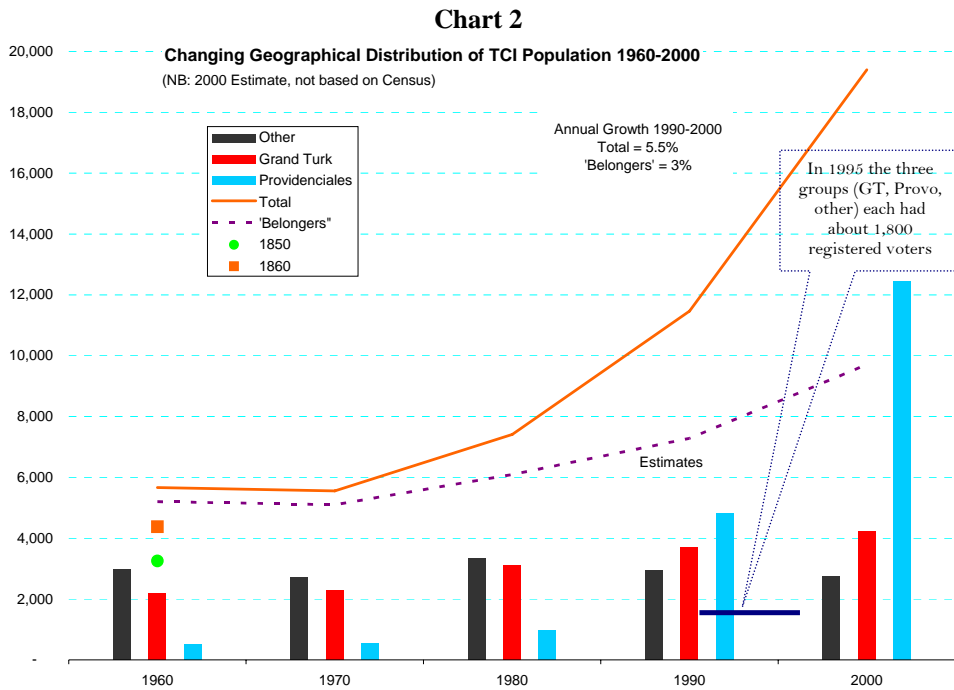


Chart 3 shows the trends in government revenue and expenditure in current dollars terms. These show strong growth in revenue and expenditure at similar rates to GDP over the full period. The major source of revenue remains import duty, though this has drifted down from nearly half of recurrent revenue to about one-third.

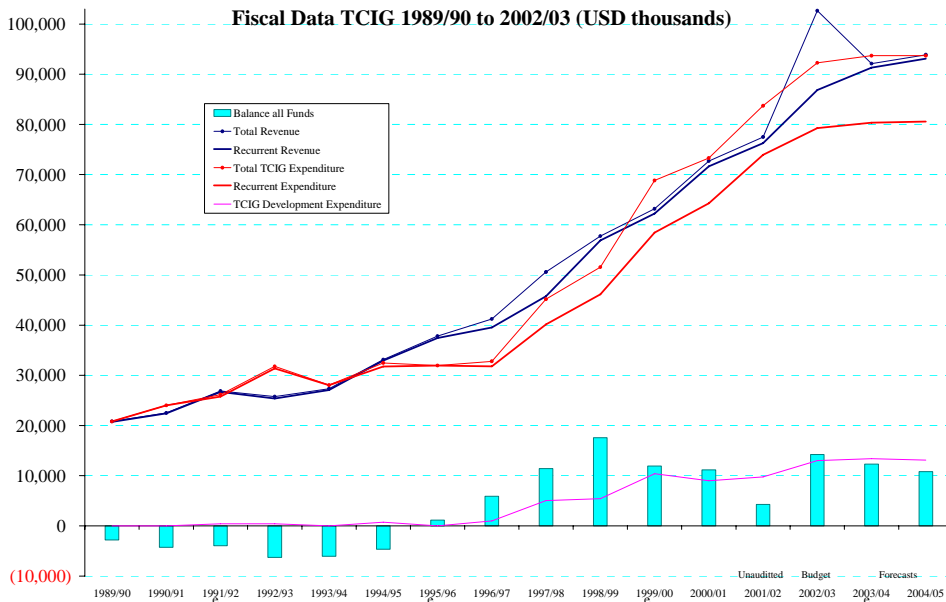
² Individual with less than \$2,424 expenditure pa unable to meet all basic requirements.

³ Individual with less than \$80 expenditure pa unable to meet basic food requirements.

Recurrent revenue is averaging about 30% of GDP. This compares well for an economy the size of TCI. As GDP grows, slightly higher rates can be anticipated, but unless we wish to move to an economy patterned on the high-tax welfare economies of northern Europe, we should not anticipate significant increases beyond this level.

There is strong pressure for expenditure to trend faster than revenue: this has been due to the demand on government to expand social services and infrastructure. Rapid growth increases demand for such things as more schools, hospitals and clinics for the increasing population; and major development of sea- and airports to handle greater traffic. Government revenue is inadequate to fund all these needs, in part as a result of favourable concessions to developers and airlines, and part failure to collect all due fees. Some of the infrastructure is being provided by joint ventures between Government and the private sector, as well as build-operate-transfer arrangements. However, Government is still facing major pressure to expand capital expenditure, and has to seek loans to help fund these needs.

Chart 3



In addition, after being cut to 734 as part of expenditure control in 1994/95, staff levels have subsequently doubled. Some 400 staff is also employed on wages. As a result of these fiscal pressures, after holding expenditure constant in the mid-1990s so allowing reserves to build up, the level of reserves have drifted down, exacerbated by the 11 September affect. The current budget aims to raise reserves and hold them at levels sufficient to allow necessary government borrowing for infrastructure at sustainable rates.

While the numbers of staff have increased, there is also a need to provide more favourable terms and conditions to attract high skilled locals working in the private sector where they can obtain much better remuneration than in the public sector. Many technical skills are also employed from the region and elsewhere (more than half of teachers, police, medical staff, lawyers, engineers, computer staff are non-locals). There is also increased competition for these skills from countries outside the region. All these factors place additional pressure on staff costs. Failure to provide adequate compensation, along with weakness in administration, is also undermining the productivity of the public services. Away from Providenciales there also remains a dependency attitude that 'government will provide'.

Institutional Context

Momentum for social policy and development in TCI depends, for the most part, on public sector initiatives and funding. The reasons for this dominance are essentially historical in terms of aid dependency to address social issues, but it is also influenced by the smallness of scale TCI society, topography and logistics. This pattern is reflected in the social structure of TCI where, with the exception of churches (which consistently provide mutual support and some social and welfare functions) and a modest number of organizations such as The National Trust, and service organizations like the Soroptomists and Kiwanis and, at the community level Parent Teacher Associations; the development of non-governmental organizations has been less than robust. As in any society, however, there is a continual rise and fall of less formal special interest groups (usually at the community level) that emerge in response to particular problems. Examples of this might be farming and fishing groups that function intermittently or groups formed to raise funds for specific activities such as children's activities or conservation projects. The institutional arrangements germane to social policy and development are summarized in the following sections.

Education: Education is seen by TCIG as the major mechanism for the development of human resource capacity. Access to primary and secondary schooling is widely available in the islands and in recent years tertiary education has been instituted in order that Belongers and other eligible persons can acquire skills necessary for employment and the generation of economic opportunities. This accords with TCIG policies to advance the equitable participation of Belongers in the growing services economy.

The education system, however, encounters a number of severe constraints. These include challenges to equity resulting from the fragmented topography of the islands, which presents major problems for delivering uniform quality services and magnifies cost. Despite the growth in enrolment over the years, a number of children who are eligible for primary education cannot access it either because of the lack of space or because of their inability to comprehend the language of instruction. Additional space is required in order to accommodate increased enrolment as well as an increase in the provision of teaching and learning resources.

In recent years pressure on the education system has been exacerbated by influxes of immigrants, mainly from Haiti, who seek schooling for their children. Because many migrants are unskilled and minimally literate, they obtain only menial work. As a result many schools, especially in Providenciales, that were until recently relatively homogeneous now find themselves confronted

with profound educational challenges resulting from poverty and the lack of social and language skills.

A number of steps have been taken to address the impact of social change on the education system. These include the use of BNTF funding to expand the provision of educational facilities to keep pace with growing demand, and a Primary Education Infrastructure Project (funded jointly by GOTCI and the UK Department for International Development). Also, under the Five Year Education Plan for the TCI the Partnership in Education Programme will be established to deal primarily with the overall health and nutritional status of school children. It will also target the community to get them more involved in educational activities.

Health: Primary health provision in TCI is available to almost all the population through a network of clinics located in communities throughout the islands. Beyond this there are small hospitals in Grand Turk and Providenciales that offer routine diagnostic, medical and surgical services. Beyond this it is usually necessary to seek treatment overseas. Expenditure on overseas medical referral reached crisis proportions recently. For example, during FY 2000/01 it accounted for more than 10% of the entire recurrent budget. This prompted the authorities to institute a policy to restrict government's overseas to cases of extreme necessity and to seek to lessen dependence on the US Health Care System. An important element of the strategy to contain referral cost is introduction, this year of a Treatment at Home Programme, which requires investment in local diagnostic capacity and infrastructure. The UK now permits some treatment for severe cases.

As in the case of education, health services have begun to experience mounting pressure from the impact of social change resulting from economic development arising mainly from tourism. The growth of a relatively poor migrant community has increased the demand for primary health care, especially in relation to maternal/child health, with more than half the births in TCI in each of the last five years being to immigrant mothers. Also, the additional services that the treatment at home programme is providing is also presenting a challenge for additional resources to expand the present facilities due to a space constraint.

Steps to keep pace with this change have been taken. These include the use of BNTF funding to upgrade a number of clinics in poor communities and the renovation of facilities for the disabled. Other programmes, both direct and indirect, to address health issues pertinent to the lives of the poor include the Health Visioning Exercise, which aims to improve planning and coordination in the health sector; access to health care services in line with population demand, cost containment and efficiency. The follow up implementation of this Health Visioning Exercise will address the issue of affordability and access, with particular emphasis on the poor.

The National Nutrition Plan that was approved in 1998, also focused on the reduction in the nutrition related non communicable, chronic diseases among the poor, improvement in food quality and safety, reduction in the prevalence of iron deficiency anaemia especially among children pregnant and lactating women and the establishment of an adequate food and nutrition surveillance system.

The National AIDS programme along with the Drugs Unit is continuing with its public awareness campaigns and information and education programs. These programmes include the dissemination of information in different languages to curb the language barriers among the different inhabitants of the islands. Information is disseminated through newspaper publication, distribution of pamphlets, radio programs and other information at schools, bars, stores etc. to help reduce the impact of HIV/AIDS in the different communities.

Social Welfare Department: These functions fall under the Ministry of Home Affairs and have established traditions in TCI. By and large the Ministry is the main mechanism for social protection carried out through a wide range of programmes ranging from cash transfers through child and family services, programmes for the mentally and physically challenged, women's programmes and care of the disabled and elderly to probation and prison after-care.

The Ministry's functions are well represented throughout the various island communities, with social workers resident in key centres of population. Nevertheless, emphasis tends to be on welfare and social casualties rather than on proactive community development aimed at increasing the control of communities over decisions affecting them. There has been previous involvement by the Department in BNTF programmes, largely in terms of improving facilities for the disabled.

Greater attention to Community Development could contribute greatly to participation by communities in BNTF projects and activities. Social Welfare workers should act as animators for the definition of projects and the encouragement of demand for services from communities and community organizations. In the absence of energetic NGOs this role could be crucial to the success of BNTF 5, as their presence in the communities can help revive the national committees in the islands, but it will require the strengthening of these functions in the Ministry of Home Affairs, which could form part of the BNTF Institutional strengthening component.

District Administration: The District Administration is the main mechanism linking central government and the lesser-developed islands. District Administrators are government representatives that also oversee public work on the islands. Given the dispersed geographical nature of TCI District Administration plays a critical role in ensuring that the public service functions are maintained. Offices of District Commissioners are located in North, South, Middle Caicos and Salt Cay and a rather more substantial presence in Providenciales to address the problems of more rapid development.

District Commissioner's, generally, are public servants with a wide experience in government. Their role encompasses all facets of public administration and is critical to development in the islands. Their involvement in the definition of priorities and the encouragement of demand for activities at the community level has major salience for the implementation of BNTF 5. It is the intention of TCIG that DCs will play an increasing role in sub-project implementation and will coordinate closely with CD officers in the mobilization process. The BNTF should provide joint training in participatory development for these staff.

Tourism: The main function of the Department of Tourism is promotion of TCI as a tourist destination and ensuring that the quality of tourism is maintained. Given the now preponderant

role of this sector in the creation and maintenance of livelihoods, the growth of tourism is critical to poverty reduction. Though largely concerned with policy to support the industry, the Tourism Board also plays a part in creating access to tourism opportunities through training for the industry. The Tourist Board is also represented on the multi-stakeholder National Parks Environmental Advisory Council (NPEAC) which administers a Micro-Projects Program which is fund through the Conservation Fund which makes available small grants to individuals and groups for enterprise and conservation purposes. One of main beneficiaries of this Micro-project Program is the National Trust with whom the Tourism Board is engaged in projects to protect the environment or to conserve TCI heritage. In a number of cases these projects are located in the poorer communities and they promote skills training and create employment. It is the intention of TCIG through the BNTF to foster these kinds of joint initiatives in which community participation is key to implementation.

Small Enterprise Development: The mandate for small enterprise development rests largely with TCInvest, a statutory board concerned with both inward and local investment. Through its Small Enterprise Development Unit, TCInvest seeks to engage Belongers in business development, to ensure that they are equipped to participate in the fruits of development. This is in accordance with TCIG's strategy to ensure that local people are not excluded from economic opportunities arising from the burgeoning service economy. The SEDU undertook a number of training courses both to strengthen existing skills and to introduce new ones. It is the intention of TCIG that the SEDU coordinate its activities with other agencies engaged in similar work. Consequently there is potential for collaboration between SEDU and the skills training component of BNTF. This could include training potential business people to access the resources of TCInvest, or in small-scale infrastructure such as incubator units for small businesses.

Non-Governmental Organisations: As noted above NGO development in TCI has been limited. Nevertheless there are in most communities' active churches that offer mutual support and, in many instances, basic welfare and social services. In this sense, they comprise a valuable element of the social 'safety net'. There is scope to strengthen the contribution made by religious organizations and to draw them closer to TCIG's overall poverty reduction strategy, as it is more substantively defined. This process began to emerge under BNTF 4 as TCIG and NGOs cooperated in the improvement of educational services offered by churches and in the rehabilitation of pre-schools sponsored by service clubs.

A number of service clubs are also active in the islands. These include Soroptomists, Kiwanis and Rotary, all of which sponsor community work of various kinds, and who might prove useful partners in public/private initiatives. Under the BNTF 4 there was collaboration with the Soroptomists with regard to pre-school provision and similar initiatives would be encouraged under BNTF 5. Under BNTF 5 the project should make bold efforts to encourage more private sector support for poverty reduction and social development projects. This could be a salient role for social workers and the DCs to undertake.

There are few formal, professionally managed NGOS in TCI. A notable exception in this respect is the TCI National Trust (TCINT) which has a mandate for environmental and heritage conservation. The Trust has a good record of success having renovated Cheshire Hall a colonial

plantation on Providenciales, and the 19th C lighthouse on Grand Turk as heritage sites and tourist attractions. The Trust has now focused on eco-tourism and is working with rural communities on Middle Caicos to train the inhabitants in tourism skills such as tour guiding, bed and breakfast packages and guest-house management. This is part of an integrated approach to community development, which, besides training, includes the development of nature trails, the exploration of cave systems and other activities related to optimising tourism benefits in remoter rural settings.

Given the Trust's demonstrated abilities there is clear potential for collaboration with BNTF 5, perhaps in the form of integrated packages of activities, in selected communities, aimed at community economic development. Thus infrastructure projects such as nature trails or natural history centres create short-term employment that can be reinforced by other activities such as guesthouses, handicraft and arts development, tour guiding etc. TCIG, TCINT and Tourist Board have a harmonious working relationship and conceive themselves as complementary entities. Partnerships with the NGO sector has significant potential for closer involvement of poor people in decision making and deepening the impact of the BNTF on their life chances.

The Turks and Caicos Islands also receives grant assistance through the European Union Micro-Projects program. This initiative funds small community based projects that are identified by communities. Communities are responsible for the implementation, maintenance and the operational expenses associated with the project.

TCI participated in the first EU Microprojects programme during 1996-2000. The projects that were implemented sought to improve sporting facilities throughout the islands as well as the economic well being of community members. The projects include basketball courts in Providenciales, North Caicos, South Caicos and Grand Turk. A pilot agriculture programme was also undertaken in North Caicos. The total value of this programme was \$250,000.

TCI will receive the sum of \$300,000 under the second EU Microprojects programmes. Emphasis will be placed on community participation, in addition, a small Micro Credit component as well as an investment in building community capacity to effectively carry out projects will be included. This initiative can complement the BNTF programme since they both share a common feature that project selection must be community based and driven. The BNTF programme can benefit from the community capacity building component of the Microprojects program, and both programmes could be used to fill the gap for each other, and bring additional resources to the communities.

Social and Cultural Dimensions

Over the last two decades the Turks and Caicos Islands (TCI) have evolved from a relatively secluded, homogenous culture to an increasingly heterogeneous and cosmopolitan society. This evolution has resulted from economic and social change, impelled by extraordinary rates of population growth associated with the take off in tourism, which has grown even faster than GDP. The range of services and infrastructure has increased, as has the range of jobs in which Belongers participate. This growth has been due largely to large inflows of foreign investment, high immigration and opening up of unused private and crown lands that has transformed the

demographic and social landscape of the islands. Given existing physical space, the willingness of foreign capital to invest and labour to seek employment in TCI this rate of growth could continue for the foreseeable future. However, the nature of development is creating challenges: Opening of new land is resulting in suburban/urban sprawl and a dilution of traditional community life; government budgets are failing to keep pace with the funding of new demands for services and infrastructure; strains are developing in the social and political fabric; family ties have weakened; crime rates though still low are rising and; there are increasing allegations of corruption.

In the more intensively developed areas environmental degradation has emerged. Many of these are common problems of development, but if not addressed will detract from the potential level of general welfare that could be attained. There is increased realization that despite the overall success of development, there is a need to carefully consider both the pace and quality of development to ensure its long-term sustainability, in terms of the social/political fabric, land use, environment, and government fiscal stability.

The Standard of Living Report notes that much of the benefit of this growth is not going to TC Islanders: despite some significant success stories, and general rise in material welfare. It further observes that the rapid inflow of foreigners is having “an enormous psychological effect on the population” Many are increasingly feeling marginalized, and “sandwiched” between lowly paid Haitians willing to work at menial jobs, and highly paid expatriates from the North Atlantic with skills and training that they [Belongers] lack in number and quality”. Rapid immigration has begun to dilute population and foreign nationals now comprise almost half the total population. The SLA noted an urgent need for a substantive population policy and steps to improve social integration between Belongers) and new permanent immigrants to reduce social tensions and ensure the long-term (social) integrity and stability of the TCI.

While most of the growth has been concentrated on Providenciales, with most of the hotel development on Grace Bay and The Bight, the overall nature of the development tends to parallel the urban sprawl of North America, Australia and other larger countries. Large subdivisions have been opened up, in many cases before the infrastructure can be provided to the plots. Plot choice is based on picking the best sites and moving on to new sub-divisions before the old ones are even half developed. Due to lack of funding for proper roads many of these developments are linked only by dirt road – this is particularly the case in Providenciales but also to a degree on Grand Turk. On other islands, some existing sealed roads are deteriorating significantly.

On Providenciales, some sub-divisions are turning into up-market areas with increasing pressure to establish gated-communities; at the same time, slum areas are beginning to develop due to inadequate housing for the low-income workers (mostly immigrants). Conversely, on some of the less populated islands, housing is under-utilized and maintained due to movement of people away to Providenciales in search of economic opportunities and better services. The concentration of economic growth and opportunity on Providenciales and the concomitant social decay of the other islands is one of the more apparent facets the impact of development in TCI. The existence of affluence and deprivation side by side in many parts of TCI, emphasizes the pressures on a changing social landscape in which many Belongers feel less ‘at home’ Table 1

below illustrates the scope and pace of the changing social and demographic landscape between the period 1960 and 2001.

Table 1 Population in Census Years by Island

| Island | 1960 | 1970 | 1980 | 1990 | 2001 |
|----------------|-------------|-------------|-------------|-------------|-------------|
| Grand Turk | 2,180 | 2,287 | 3,098 | 3,691 | 3,900 |
| Salt Cay | 448 | 334 | 284 | 208 | 115 |
| South Caicos | 840 | 1,018 | 1,380 | 1,198 | 1,000 |
| Middle Caicos | 532 | 362 | 396 | 272 | 290 |
| North Caicos | 1,150 | 999 | 1,278 | 1,275 | 1,300 |
| Providenciales | 518 | 558 | 977 | 4,821 | 13,200 |
| Total | 5,668 | 5,558 | 7,413 | 11,465 | 19,855 |

Source: SLA from 1960-1990 and DEPS Internal Office Estimates for 2001. The 2001 figures are not based on the 2001 Population and Housing Census, which is still being processed.

Poverty in TCI

According to the World Bank Definition “poverty is hunger. Poverty is lack of shelter. Poverty is being sick and not being able to see a doctor. Poverty is not being able to go to school and not knowing how to read. Poverty is not having a job, is fear for the future, living one day at a time. Poverty is losing a child to illness brought about by unclean water. Poverty is powerlessness, lack of representation and freedom.”

To know what helps to alleviate poverty, what works and what does not, what changes over time, poverty has to be defined, measured, and studied and even lived. As poverty has many dimensions, it has to be looked at through a variety of indicators—levels of income and consumption, social indicators, and now increasingly indicators of vulnerability to risks and of socio/political access. The most comprehensive perspective on poverty in the Turks and Caicos Islands emanates from the study of The Standard of Living Conditions (SLC) conducted in the first half of 1999 in collaboration between Kairi Consultants Limited and the National Assessment Team of the Turks and Caicos Islands with technical and financial assistance provided by the Caribbean Development Bank, the UK Department for International Development (DFID) and the Government of the Turks and Caicos Islands.

The major findings of the SLC were that 26 percent of all individuals in the TCI were below the poverty line. This means that their annual expenditure was less than the cost of meeting their minimal food and other basic requirements or less than US\$2,424, in July 1999. These individuals comprised 18.3 percent of the total number of households in the country.

At the same time, 3.2 percent of all individuals in the country were found to be extremely poor or indigent. This means that their annual expenditures were less than the cost of satisfying their minimal requirements for food: this amounted to a minimum of \$880 per annum or \$2.41 per day, and was derived from the cheapest way of satisfying the requirement of 2400 calories for an adult living in the TCI in July 1999.

Poverty in TCI with a Head Count Index (HCI) of 26% is roughly comparable to findings of other SLAs in the Caribbean Region. On the otherhand extreme poverty at 3.2% is minimal, thus, almost all individuals in the country are able to satisfy their basic nutritional requirements.

The SLC showed that poverty on all islands, was above the national average of 26% - other than Providenciales with a level of only 15%. Levels were most severe in North and Middle Caicos with over 60% of the population poor. The level in South, over 45%, was also high, while Grand Turk at nearly 33% was a little above the national average. The concentration of poverty on islands away from Providenciales is consistent with the observed uneven distribution of economic activity with over 95% of tourist arrivals visiting Providenciales. Further details are provided in Table 2 which also shows that only Providenciales' share of the national poor population is below its share of the national non-poor population.

Table 2 Poverty estimates by Island in TCI

| Islands | % of National Non-poor Population | % of National Poor Population | % of National Population | % of Island Population Poor |
|----------------|--|--------------------------------------|---------------------------------|------------------------------------|
| Middle Caicos | 0.8 | 3.5 | 1.5 | 61.4 |
| North Caicos | 1.2 | 5.5 | 6.5 | 60.8 |
| South Caicos | 9.2 | 21.6 | 5.0 | 45.2 |
| Grand Turk | 27.6 | 38.5 | 19.6 | 32.8 |
| Providenciales | 60.1 | 30.9 | 66.5 | 15.3 |
| Salt Cay | 1.1 | - | 0.6 | - |
| Total % | 100 | 100 | 100 | |
| Sample No. | 2,191 | 769 | | |

The SLC also identified that poverty was a phenomenon of the young. The data revealed that poverty among the youth population, that is those less than 25 years was approximately 54 percent, and as much as 48 percent of those living below the poverty line are below the age of 20 years. At the other end of the spectrum, 6.2 percent of the poor were 65 years and over (Men made up 4.3 percent and women 8.0 percent). These comprised 34 percent of all persons aged 65 year and over in the country. These comprise 27.6 percent males and 38.1 percent females. Males accounted for 48 percent and females 52 percent of the poor living in the TCI.

There were signs of increased difficulty faced by children. There is a shortage of persons to provide foster care for children orphaned by death of parents through HIV/AIDS. There is also an increase in evidence noted by some of the authorities of malnutrition and nutritional deficiencies among children at school. This has resulted in suggestions for a school meals service in some communities. On the one hand, there is increasing incidence of obesity of children.

The population of those living below the poverty line in the Turks and Caicos Islands is not only made up of TCI Belongers, but it is comprised of other nationalities. Haitians comprise 30 percent of the population, however they make up 38 percent of those persons living below the poverty line. TCI “Belongers” make up 50 percent of the poor while other nationalities including Bahamian, Dominican Republican Americans and other nationalities contribute 1.7 percent, 38 percent, 3.4 percent, 0.3 percent respectively. Table 3 summaries this information.

Table 3: Poverty by Nationality

| Nationality | % of the Poor | Proportion of Nationality Poor | |
|--------------------|---------------|--------------------------------|-----|
| | | | |
| TC Islander | 49.5 | 25.7 | 381 |
| Bahamian | 1.7 | 26.5 | 13 |
| Haitian | 38.0 | 33.1 | 292 |
| Dominican Republic | 3.4 | 25.0 | 26 |
| Other | 7.4 | 12.8 | 57 |
| Total % | 100 | | |
| Sample No. | 769 | | 769 |

The SLA also identified that the uneven development that has taken place in the last decade contributed to poverty in the Turks and Caicos Islands. Though in several communities there were significant improvements especially in infrastructure and in the provision of facilities and social services, people were concerned that their communities and islands had suffered and had been left behind by the rapid development that had taken place in Providenciales.

Their populations had been “robbed” of young people and of people with skill: they had lost jobs, and opportunities for employment had decreased. In some cases, for example in Salt Cay, there was a feeling that the community had been forgotten.

Many felt that something had to be done, and quickly, to stop the flow of people from other islands to Providenciales. At the same time while they wanted to see some development taking place in their communities. Some thought that small agricultural projects, chicken farms, craft projects and a moderate increase in tourist activity would be worthwhile, would provide jobs and would boost the economy of the smaller islands.

Unemployment across the country turned was estimated to be 12.4 percent. Generally, those in the lowest socio-economic groups, lacking skills and education, experience higher unemployment than those in the higher socio-economic groups. Thus, in the lowest quintile, the unemployment rate was 21 percent. In the highest quintile, the rate was as low as 5.7 percent

Poverty reduction and eradication in the Turks and Caicos is thus an urgent problem to be addressed. Government is already planning a number of measures, which contribute significantly to the well-being of deprived people and communities. These include:

- An aggressive programme in human resource development, starting with the lowest levels of the educational system and embracing post-secondary education and training and post-school upgrading and embracing all citizens irrespective of their country of birth.
- The provision of credit and supporting business extension services to the Belonger population and other citizens of the country for the development of SMEs.
- Public programmes through the mass media, and institutional programmes, for the management of cultural diversity.
- An increased thrust in community development and in community empowerment.
- An increase in the provision of health care and health care programmes.

The above measures are the foundation of a strategy of change. In addressing poverty they create fluidity across the segments in which the society is divided socially and economically. They are outlined more fully below along with other complementary measures. Given that poverty is multi-dimensional, it is not possible to prescribe exact solutions nor predict exact outcomes from the interventions suggested. There is no guarantee against zero-sum games. However, short term losers may receive medium term benefits. Costs have not been estimated, but will be considerable. The Government is likely to lack the resources needed for the required programmes. It is assumed that its own resource base will be supplemented with assistance from DFID, the CDB and other agencies, once priorities can be agreed on.

Key Interventions proposed by the SLA

TCI are in the process of formulating a national Sustainable Development Strategy; consequently there are currently, no formally defined Poverty Reduction Targets to which the BNTF can be linked. The 1999 SLA, however, proposed a number of areas needing attention if the social well-being of poor people was to be substantively addressed. Five particular themes, where clear quantitative targets can be set, and which could together serve as a major fulcrum for positive

change to reduce poverty and marginalization suggest themselves as proxy goals for immediate attention and action. Provision of resources for these areas is therefore an immediate priority. The areas are briefly outlined below:

- Population policy
- Education and human resource development
- Community development
- Investible credit resources
- Programmes for cultural diversity

Population Policy

The country needs to develop targets in respect of the rate of inflows to its labour force. A population of 30,000 seems probable by the end of the first decade of the 21st century. Failure to control the influx through illegal immigration will result in a population much in excess of this figure with potential social consequences. Immigration, labour force, housing and child allowance policies must all be consistent with more measured rate of population increase. With more than one third of its poverty being “imported” poverty, the country needs the systematic assistance of the British Government in protecting its borders, all within the context of established rules for treating illegals. The establishment of recruiting centers in Haiti will complement its programme in population and labour.

Education and Human Resource Development

A critical step is improvement in the quality of education. One useful objective will be to raise national pass rates and the CXC such that more than half of those presenting will earn five or more passes by 2005.

At the same time, through the Community College and other programmes, both full-time and part time, the country could set itself the objective of increasing enrolments to at least 50 percent of the age group 18-24. Moreover, programmes should be developed to afford training and retraining facilities for at least ten percent of persons 30 to 45 years , rising to fifteen percent by 2005. At all levels, gender equity must be a major criterion. At the same time, special efforts need to be mounted to enlist participation in education and training of new and prospective citizens, legally resident in the country but whose literacy and educational background may be deficient. This speaks only of education: Human resource development is somewhat wider, for example health, labour issues and social development. It needs to be broadened a bit.

Credit Resources

TC Invest has a critical role to play in improving access of Belongers to business opportunity and capital investment. An immediate increase of funds available by between 1/3 and 1/2 its present

remit will have a considerable effect. Credit expansion will have to be linked to training and orientation programmes for new entrepreneurs. Whilst BNTF cannot provide credit services, it can contribute to enterprise development via training and basic management programmes preparing people for employment, and improving their access to credit and economic opportunity.

Cultural Diversity

Both through the educational system and through the mass media, there is need to mount programmes that address the education of the population about increased cultural diversity. Year round programmes are being suggested for the public media, with enough variety to hold interest of the public. Exposure to foreign languages should also be part of this initiative. Placement of students in technical and professional programmes in Latin America, Spain, Germany and France will expand the range of offerings at the same time, as a cadre of TC Islanders with skills in languages other than English is developed.

Community Development

The Office of District Commissioner is the focus of the initial effort. Training in Community and Social Development should be organised such that there will be in five years, at least three trained persons available for Providenciales, two for Grand Turks and one each in the other settled islands.

Poverty reduction in the Turks and Caicos requires substantial intervention on the part of the Government. The measures listed above fall mainly to the Government for implementation and entail substantial costs. At the same time, economic marginalisation of Belongers can be corrected in a sustained way by policies and programmes that also derive from the Government. The country lacks strong organisations at the community level, with the result that there are few community initiatives through which poverty and other problems are effectively targeted. Much devolves to the Government in such circumstances.

One of the first issues in the order of business is the empowerment of communities. In that regard, there is need for the establishment of an agency to be responsible for community development within the public services of the country. Effective community development is likely to spawn local initiatives and a demand on the part of people in communities to participate with the Government in the designing of solutions to problems they face.

Annex 1 provides details of the overall policy direction and objectives germane to these themes.

BNTF Interventions

TCI became a participant in the BNTF programme in 1989 under BNTF 3. Under this programme and the subsequent BNTF 4 TCIG placed emphasis on projects that complement government strategies for human resource development. The Education and Health sectors have been major beneficiaries as TCIG has sought to maintain robust services throughout the Islands. BNTF initiatives have included the renovation and construction of schools, clinics and social service facilities such as day care centres and centres for the disabled. Additionally under BNTF 4 the project embarked on skills training programmes with the objective of increasing access to employment for women and youth.

Under BNTF 3 only two projects were implemented both of which sought to improve social and economic infrastructure. These were extension of North Caicos High School and the upgrading of a community road in Salt Cay.

Under BNTF 4, 17 sub-projects were implemented. Work in this phase included large, routine infrastructure school expansion in Providenciales, clinic rehabilitation in North Caicos, the building of a library on South Caicos and the renovation of two facilities for the disabled in Providenciales and South Caicos. These initiatives generally met clearly defined needs and contributed substantially to social service provision in poorer communities. This was compatible with the innovative priority placed on poverty reduction by BNTF4. The scope and flexibility of BNTF4 was also expanded to address other of social needs. Under this phase of the project half of all sub-projects were small community based interventions costing less than \$20,000. They included support for day care programmes and employment training for young females. The intention of these sub-projects was to enable young women, many of whom were single household heads to take advantage of available employment opportunities. See Table 3, which summarizes the two previous programmes categorized by sector, with costs and the number of beneficiaries and employment created.

Table 3. Summary of Project Funding under BNTF 3 and 4

| Sectors | Cost | Number of Beneficiaries | Employment Created | BNTF Programme |
|---|---------|-------------------------|--------------------|----------------|
| Public Works | | | | |
| Upgrading of Community Road in Salt Cay | 25,000 | 110 | 40 | 3 |
| Education | | | | |
| North Caicos High School | 435,000 | 1,000 | 40 | 3 |

Comment [K1]: Table needs to be verified by CDB

Draft Poverty Reductions Action Plan TCI

| | | | | |
|--|-----------|-------|----|---|
| Ianthe Pratt Primary School | 186,000 | 2,000 | 50 | 4 |
| Grand Turk Christian Academy | 20,000 | 100 | 25 | 4 |
| New Testament Day Care Centre | 20,000 | 100 | 30 | 4 |
| Calvary Christian School | 20,000 | 80 | 20 | 4 |
| Turks & Caicos Business College | 15,000 | 60 | 10 | 4 |
| Marjorie Basden High School Fencing | 13,000 | 300 | 5 | 4 |
| Five Cays Primary school Fencing | 24,500 | 350 | 10 | 4 |
| Soroptomist Day Care Centre | 58,200 | 50 | 15 | 4 |
| South Caicos Library | 45,000 | 1,200 | 20 | 4 |
| Textile and Handicraft for Girls | 20,000.00 | 25 | - | 4 |
| Health | | | | |
| Renovation pf Kew Clinic North Caicos | 38,500 | 300 | 12 | 4 |
| Completion of Sandy Point Clinic | 21,450 | 300 | 15 | 4 |
| Welfare | | | | |
| Disable Centre South Caicos | 58,200 | 50 | 20 | 4 |
| Grand Turk Disabled Centre | 20,000 | 10 | 15 | 4 |
| Centre for the Handicapped, Provo | 20,000 | 25 | 20 | 4 |
| Welfare Office Renovations- South Caicos | 15,000 | 80 | 12 | 4 |

| | | | | |
|---|--------|----|---|---|
| Apprenticeship Skills Training for Boys | 20,000 | 10 | - | 4 |
| Textiles and Handicraft for Girls | 20,000 | 40 | - | 4 |

BNTF 5 APPROACHES AND METHODS

Approaches

The BNTF project began as an initiative to support small-scale infrastructure projects as a means of creating employment and relieving social deprivation. In its first three phases, the project essentially complemented the small capital works projects of line ministries and contributed to the expansion of socio-economic investment and assets in participating countries. Emphasis was given to the rehabilitation and construction of rural water supply, feeder roads, community markets and educational and health facilities. The success of the project was measured both in terms of the number and type of project implemented, magnitude of beneficiaries and the employment generated. Like all such projects, however, its economic benefits were essentially short-term and its outputs not always sustainable, its impact being ameliorative rather than poverty eliminating.

Changing development philosophies over the past decade have emphasized the multi-faceted nature of poverty, and the need to directly involve the beneficiaries in decisions to improve their well-being if poverty reduction programmes are to be effective. This thinking has stimulated changes in the thrust of the project. While the first three phases of the BNTF accentuated material social sector assets, it was recognized that this mechanism could have only limited impact on the lives of the poor if incomes remained low, and the level, quality and access to services rudimentary. Above all, the poor needed to be included in processes that optimize their assets and capacities. Consequently, BNTF 4 initiated more participatory approaches to addressing poverty that required greater consultation with deprived communities on their needs and capabilities, and how BNTF could most effectively respond. Under BNTF 4 a combination of outputs to fortify both social infrastructure *and* human resource capabilities that link the poor to economic and social opportunity was introduced. This has resulted in a measured shift from 'top-down' social policy decisions to approaches in which the poor, as primary beneficiaries, are seen as agents in changing their own social circumstances.

In BNTF 5 the participatory processes introduced in BNTF 4 will be deepened and expanded. The major changes in approach are threefold:

- (a) BNTF projects will be specifically *targeted* at poor peoples' needs, their communities or regions, using the findings of poverty assessments and other indicators of social and/or economic deprivation, as opposed to earlier, less precise forms of resource allocation;
- (b) Targeted communities or areas will be approached through *participatory methods* seeking to fully include poor populations in all phases of the definition, design, implementation, management and evaluation of sub-projects directly focused on poverty reduction;

- (c) The submission of sub-projects, by communities or community- based organizations, will be justified by demonstrated need and *demand* by communities for resources relevant to poverty reduction objectives.

The articulation of these three processes, targeting, participation and demand, will provide the foundation for integrated, holistic approaches to poverty reduction through BNTF 5. They will, however, be contingent on articulation with national poverty strategies, where these are clearly formulated.

Methods

The achievement of holistic poverty reduction initiatives through the BNTF will require the development of additional skills in social analysis and project implementation among programme managers and other staff. The methods related to the three key processes and realizing sustainable poverty reduction are outlined below.

Targeting

This method will be employed to ensure that resources provided for poverty reduction through the BNTF are optimally allocated and ‘leakage’ of benefits to the ‘non-poor’ is diminished. The skills required by project staff to target for the attainment of optimal allocations will include:

- (a) ability in the interpretation of social data, especially poverty assessments, census findings and other research findings on poverty and inequality;
- (b) the use of these findings to identify and map areas of social deprivation to be targeted by BNTF 5; and
- (c) the formulation of community profiles and needs assessments, (based on the above mapping techniques), that depict the causes of poverty, its extent, impact, institutional structures and the range of feasible responses.

Participation:

The targeting process is essentially based on quantitative data and objective measurement. In contrast, participatory methods are rooted in qualitative analysis of how the poor themselves perceive and experience their social world. It augments quantitative data and enriches the analysis of poverty by including the poor in the definition of the situation and how it might be most relevantly transformed. Effective participatory appraisal requires great sensitivity to the perspectives of less powerful people and their organizations as part of the effort to reduce inequality. BNTF staff will require the following skills and abilities:

- (a) Strong observational and listening abilities and the capacity to discuss difficult issues in plain language;
- (b) An understanding of the process of undertaking Participatory Poverty Assessments and the use of mechanisms for educating information such as the organization of public consultations, focus groups, gender analysis, participant observation, community mapping and wealth ranking.
- (c) The interpretation of both quantitative and qualitative data in order to produce reality based depictions of poverty in targeted areas that inform relevant poverty reduction policy and action.

Demand

The objective of a ‘demand-led’ project is that communities and their organizations define the need and the responses they feel appropriate. BNTF 5 will be ‘demand-led’, i.e. sub-projects will be derived from the expressed needs of poor communities. They will be conceived and sponsored by them and their organizations, which will participate in the design, implementation and post-project management. As fully as feasible, economic benefits from the project such as the generation of employment or services should *directly* benefit communities. It is recognized that reliance on purely ‘demand-led’ approaches can be disadvantageous to the poorest, least organized communities. Disadvantage will be ameliorated within BNTF 5 through its participatory and institutional building components that will strengthen weak community organizations and afford them access to the resources of the project. BNTF staff will be expected to practice the following skills and abilities:

- (a) The assessment of demand in relation to need using techniques in community needs assessment and priority ranking.
- (b) The assessment of the institutional structures of communities and their capacity to participate in sub-project implementation; and
- (c) The capacity to organize targeting objectives and participatory skills to optimize ‘demand-led’ approaches to sub-project implementation

It should be noted that while each of these processes can be presented separately, in practice they intersect at all levels and afford a holistic approach to sub-project implementation for sustainable poverty reduction. Thus targeting which, by definition compares the poor to the non-poor, thereby linking deprivation to broader social structures and causes of poverty, is enriched by the use of participatory methods, both of which contribute to outcomes in demand-led sub-projects. Conversely, the demand for services could

be the entry point for the BNTF, which then brings into play participatory and targeting techniques to provide holistic perspectives on particular manifestations of poverty. Implicit to this approach is the de-emphasis of single sub-project approaches to the development of communities in favour of multi-project community building approaches.

The National Development Strategy and BNTF 5

Comment [K2]: Need input from Mr. Jones on this

Summary of Proposed PRAP

The areas identified in the SLA as needing priority action do not all fit within the BNTF mandate. It is proposed therefore, that the PRAP focus on the following areas for BNTF investment:

- Education and Human Resource Development (including the provision of social infrastructure for maintenance of health, education and social service provision).
- Skills training and employment generation. This would be linked to potential credit from TC Invest and other sources.
- Community Development that focuses on the strengthening of institutions at governmental (CDOs and DCs), non-governmental and community levels. At the community level emphasis would be on capacity building and empowering communities to play a more active role in their own affairs.

Intended Project Impact Under BNTF 5

The BNTF 5 Programme will invest a total of US\$1.2mn in the areas of education, health, skills training maintenance, water and access. These areas are consistent with both the SLA and current development challenges facing the TCI as has been articulated on the

macroeconomic section of this document. The percentages allocated to priority sub-projects under BNTF 5 are shown in the table below.

Proposed BNTF 5 Sub-Project Priorities and Expenditures 2003-2007

| Community Projects | Proposed Expenditure(%) | BNTF Intervention |
|---------------------------|--------------------------------|---|
| Education | 30 - | Construction/extension/maintenance of school buildings, pre-schools and day-care facilities |
| Health | 30 - | Construction/extension/maintenance of health facilities, water tanks |
| Skills Training | 20 - | Provide opportunities for training of those lower income groups in tourism/eco-tourism |
| Community Development | 20 - | Capacity enhancement for welfare workers, and strengthening community development groups |

Priorities and Objectives for BNTF 5

The overriding objective of the Government’s development activities in the Turks and Caicos Islands is enhanced productivity, prosperity and spiritual well being both for the individual and for the country as a whole. TCIG’s objectives can be realized through the use of BNTF assistance that is channelled towards the following areas:

Education

Overcrowding in the schools, resulting from immigration, especially in Providenciales and the inability of migrants to comprehend the language of instruction, suggest that efforts should be made in BNTF 5 to continue current initiatives, of expanding present facilities, as well as joint venture construction with government to build additional classroom blocks. Also, there is a need to train teachers in

the use of English as a second language, to help curb the gap between the non-English speaking and English speaking students. This could be linked to wider community based programmes to also improve the English skills of second-language-English speaking adults who often are unable to adequately participate in the main stream economy.

The Education Sector is placing emphasis on the construction of learning centres for the islands high schools for children and adults, and computer training. Other priority areas identified included literacy and reading programmes, school feeding as well as prevocational programmes and the inadequacy and sometimes lack of proper sporting facilities for primary and high school students.

Health

The Health Sector has received funding under the previous BNTF programme in the form of renovation works to the islands clinic. Future initiatives will also be targeted towards these areas in some of the poorer communities of Middle and South Caicos. In addition, due to the increase in the population of Providenciales, and the Treatment of Home Programme, assistance will be targeted towards expanding the present facility on that island.

Other areas of support could include primary health care outreach related to improving nutrition, and better health information to help limit life style diseases which also impact on the poor. Links to the active programmes of the Drug Avoidance and AIDS Units could also be considered.

Social Welfare

Under BNTF 4 funding was made available for disabled centres throughout the islands. However, the Welfare Department is now focusing more on Institutional strengthening within their organization. Human resource development within that organization could help in strengthening support for the disabled (who often are the poorer) as well as helping to promote BNTF programmes throughout the islands, because the social workers have a dominant presence within the poorer communities.

Skills Training and Employment Generation

A successful project is underway in TCInvest, with technical input from UNIDO, providing training to locals to assist them with the development of business and income earning activities. Links have already been developed to groups on the poorer islands. The Ramsar Site Study for North and Middle Caicos, although focusing on environmental protection, also seeks to identify opportunities to develop income earning activities that are consistent with the sustainable use of the site, including the development of tracks, viewing sites and trained guides. Supporting these two initiatives should help focus development of sustainable economic activity in the poor islands thus lessening the need for their young people to move to Providenciales.

Community Development

The need to strengthen communities and help them to better be able to make effective use of both Government and external programmes of assistance for development has been recognized again and again in various reports. Assistance with community training and institutional strengthen would be an important contributor to empowering these communities and ensuring they can benefit from the opportunities that do exist.

Annex

1. DEVELOPMENT OF POPULATION POLICY

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|---|--|--|---|---|
| Ensure that goals of economic and social development, and immigration policy are consistent with underlying population growth and societal ideal on population size and distribution | S | Population planning through Immigration and Citizenship Policy consistent with societal trends in family planning and assimilation of non-nationals in the population | Manage growth of population consistent with physical and socio-psychological carrying capacity | Ministry of Home Affairs, Department of Finance and Planning, Ministry of Health, Department of Labour | Conscious plans and implementable programmes on immigration, work-permit administration, citizenship and child allowances | Reports of respective agencies and of collaborative structure established |

2. MACRO-ECONOMIC MANAGEMENT

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|---|--|--|---|---|
| Facilitate process for diversification of the economy and for diversification within main sectors and create fiscal surpluses for infrastructure expansion, with sensitivity to the limits posed by population size and capacity to manage inflows of labour | I | Initiate dialogue with private sector e.g. Chamber of Commerce and representatives of islands | <ul style="list-style-type: none"> ▪ Transform economy to reduce vulnerability and spread benefits regionally where possible ▪ Promote private investment, foreign and domestic ▪ Expand infrastructure | Departments responsible for Finance and Planning, Works, Agriculture, Fisheries and Tourism, Chambers of Commerce, and TC Invest | Plans and documents elaborating programmes for supporting infrastructure development | Dialogue between Government and relevant groups over macro-economic and social issues |
| | M | Review system of taxes and charges | Examine equity implications of existing distribution of taxes and Government expenditure <i>vis-à-vis</i> beneficiaries at various socio-economic levels | Department of Finance and Planning | Quantitative and qualitative analysis of the functioning of the tax system <i>vis-a-vis</i> various groups in society and benefits received from Government Expenditure | Reports produced by Department of Finance |

Key: I - Immediate Priority S - Short-term Priority M - Medium-term Priority

3. INCOME AND EMPLOYMENT GROWTH IN AGRICULTURE AND FISHERIES

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|---|--|--|--|--|
| Increase employment for lower income groups especially outside of Providenciales | I | <ul style="list-style-type: none"> ▪ Promote arrangements for forward linkage of Agriculture to Tourism in North and Middle Caicos and develop aquaculture and fin fisheries on South Caicos ▪ Diversify with due regard for brittleness of the environment | <ul style="list-style-type: none"> ▪ Increase incomes and employment in agriculture, floriculture and fisheries ▪ Reduce importation of food ▪ Create base for packaging of fresh produce for domestic market | Departments responsible for Finance and Planning, Agriculture and Fisheries, Board of Tourism, and Hotel Association | Action plan of Departments for Finance and Planning and Agriculture and Fisheries with development strategy for the sectors and supporting requirements | Collaboration within Government and between Government, Private Sector and Island representatives on economic and social policies |
| | I | Promote training of farmers in North and Middle Caicos | Provide composite extension services to farmers | Department responsible for Agriculture including animal husbandry, and floriculture | Readily available personnel providing Extension Services to farmers on the two islands | Production data on output of agricultural produce, animal husbandry and floriculture from North and Middle Caicos and marketing thereof in rest of the country |
| | I | Develop credit for agriculture and floriculture | Afford farmers resources to undertake development of farms | TC Invest | <ul style="list-style-type: none"> ▪ Credit programmes for agriculture and floriculture ▪ Effective loan recovery system | Periodic data on disbursements and repayment performance of farmers |
| | M | Develop aquaculture and fin fisheries in South Caicos | <ul style="list-style-type: none"> • Develop structures for lease of salinas and internal waters for conch farming and other aquaculture • Develop fin fisheries as commercial industry | Ministry of Natural Resources - Fisheries Department | <ul style="list-style-type: none"> ▪ Action and Management Plan for selective use of salinas and internal waters by private sector ▪ Action plan for promotion of commercial fin fisheries | <p>Establishment of conch farms and other sustainable aquaculture in South Caicos</p> <p>Establishment of commercial operations in South Caicos exporting chilled fish</p> |

4. INCOME AND EMPLOYMENT GROWTH IN TOURISM/ECO-TOURISM

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|---|-------------------|---|---|---|---|---|
| Promote employment especially among smaller establishments and operators in sector with bias to other islands than Providenciales | S | Train nationals in guest house operations, restauranting, tour guiding, diving, sport fishing, water taxis and other auxiliary services | Develop trained personnel capable of employing themselves in the sector | Board of Tourism | <ul style="list-style-type: none"> Expanded number of persons with skills in the sector Training programmes of Board of Tourism | Reports of Board of Tourism |
| | S | Develop eco-tourism reserves | Widen range of opportunities in Turks and Caicos | Board of Tourism, Department of Physical Planning | Action Plan for tourism/eco-tourism thrust on other islands but Providenciales | Reports of Board of Tourism |

5. INCOME AND EMPLOYMENT GENERATION IN SMME'S

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|---|-------------------|--|---|----------------------------------|--|---|
| Expand employment and incomes of Belongers and those in lower income groups | I | Expand opportunities for small and medium sized Belonger entrepreneurs Develop credit arrangements appropriate for small and medium sized businesses Develop business extension services Train small business people to self-manage Create structures to support collaboration and industrial organisation among small and medium sized businesses in particular sectors | Facilitate participation of Belongers in business and industry as entrepreneurs at various levels, and in self-employment | TC Invest, and Community College | Action Plan of TC Invest and Community College | Periodic reports of respective agencies |

6. IMPROVEMENT OF LABOUR MARKET OPERATIONS

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|--|--|---|--|---|
| Employment expansion and income growth for lower income groups | I | Close monitoring of labour requirements of firms | <ul style="list-style-type: none"> • Reduce shortages and excess supply of labour • Provide up-to-date labour market information to guide career choice of entrants • Anticipate need for importation of labour | Department of Labour | Compilation of regular information and statistics on absorption of labour by sector, through use of survey information or from key informant data from employers, and work permit information of Immigration Department | Reports of Department of Labour |
| | I | Development of programmes of training and re-training for workers in collaboration with industry with costs shared between Government and Private Sector | <ul style="list-style-type: none"> • Facilitate upgrading of workforce and enhancement of skills • Develop flexible arrangements to allow for participation of workers outside of Providenciales and Grand Turk in short courses • Establish industry fund for training | Collaborative arrangement of Department of Labour, the Community College, and the Ministry of Education | <ul style="list-style-type: none"> ▪ Expansion of technical and vocational education ▪ Development of arrangements for short-term, intensive day release, and similar courses for workers ▪ Promotion of self-upgrading schemes for workers through part-sponsorship in participation in distance learning programmes | Annual reports of respective agencies |

7. GENERALISED HUMAN RESOURCE STRATEGY

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|---|-------------------|---|--|---|---|--|
| Maximise training and upgrading of Belongers and new citizens | 1 | <ul style="list-style-type: none"> • Use of Community College and other local facilities to improve level of education and training of Belongers and new citizens • Targeted training abroad for Belongers and new citizens through expanded scholarship programme • Close counterparting of technical and professional persons on work-permits by Belongers • Develop cadet scheme within public service to provide training of new entrants for possible absorption in the public and private sectors • Collaboration of Community College with training institutions abroad, including those offering distance programmes • Mounting of short courses by Community College with personnel from abroad and targeted at particular needs | Ensure that Belongers and new citizens fill all positions for which they can qualify | Ministry of Education, Community College, Establishments Division, Department of Labour, Board of Tourism, Hotel Association, other Private Sector representation | Better trained workers among the population | Reports of Ministry of Education, Department of Labour, Establishments Division, and Community College |

8. EARLY CHILDHOOD EDUCATION AND DAY CARE SERVICES

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|---|-------------------|--|---|---|--|---|
| Expand access to early childhood education facilities for lower income groups | I | Provision of early childhood education especially in Providenciales and Grand Turk | <ul style="list-style-type: none"> ▪ Improve foundation of children through early childhood education ▪ Expand opportunities for women to train for and enter the labour market | Ministry of Education, and Women's Desk | <ul style="list-style-type: none"> ▪ Establishment of Government supported services for early childhood education ▪ Close monitoring of day care facilities ▪ Children better prepared to enter formal school system ▪ Mothers better equipped for employment market | Annual reports of respective agencies |

9. ADULT EDUCATION

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|---|---|---|--|---|
| Develop remedial and continuing education programme to meet needs of clientele with different cultural and language backgrounds and objectives | I | Upgrade and increase appeal of adult education and training for all post school age cohorts across entire country | Secure massive improvement in education base of population and labour force in particular | Ministry of Education, and Community College | Improved literacy, numeracy and general preparedness for training and retraining in population | Reports of respective agencies |
| Inculcate value of life – long learning | I | Use mass media in popularising concept of self-upgrading as self-protection | Develop in the society the capability of adjusting to the rapidly changing knowledge environment and of exploiting it | Community College, Ministry of Education, and Social Welfare Department | Greater orientation to educational achievement | Reports of respective agencies |

10. MANAGING CULTURAL DIVERSITY

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|--|---|--|---|---|
| Promoting basis for understanding and mutual respect in a plural society | S | Development of mechanisms and institutions for dialogue, for collaboration and for participation between Belongers and the new communities of the Turks and Caicos | <ul style="list-style-type: none"> To improve social integration in the society To create machinery for tension management To ensure equitable participation in the development of the country | Department of Social Welfare and/or Community Development, and NGOs, and CBOs among the respective communities | Concrete plans elaborated by the agents in respect of particular objectives agreed among them | Reports of the agencies |

11. SECONDARY EDUCATION

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|---|---|--|---|---|
| Improve performance at secondary level | I | <ul style="list-style-type: none"> Upgrade teaching by setting objective criteria and incentives in performance monitoring Improve physical facilities and support services for secondary education Upgrade career guidance services Encourage development of foreign language competence | Ensure higher performance of students in grades achieved on national and Caribbean Examinations | Department of Finance and Planning and Ministry of Education | Secondary school graduates with better skills and knowledge base for entry into post-secondary education and training and for labour market entry | Reports of Ministry of Education |

12. PRIMARY EDUCATION

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--------------------------------------|-------------------|--|---|---|---|---|
| Improve quality in primary education | I | <ul style="list-style-type: none"> ▪ Upgrade teaching staff and physical plant; reduce overcrowding; ensure high attendance ▪ Expand school meals for needy students ▪ Inculcate greater commitment to parenting and involvement of fathers in support of schooling | <ul style="list-style-type: none"> ▪ Ensure all students receive good primary education irrespective of national origin ▪ Improve attendance levels and reduce repetition | Department of Finance and Ministry of Education | Sound primary level preparation in all students | Reports of Ministry of Education |

13. PRIMARY HEALTH CARE

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|---|--|----------------------------|--|---|
| To provide high quality primary health care for population | I | Popularise healthy eating and lifestyles using mass media and other methods | <ul style="list-style-type: none"> • Improve public understanding of individual capacity to maintain wellness • Ensure healthy population at lowest possible cost • Reduce lifestyle diseases | Ministry of Health | Healthy population Population well-equipped for self-care | Reports of Ministry of Health |

14. ENVIRONMENT AND ENVIRONMENTAL HEALTH

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|---|-------------------|--|---|--|---|--|
| Provide services to maintain environmental health | I | <ul style="list-style-type: none"> Expand solid waste services across country Develop systems for recycling and for disposal of non-biodegradable materials Supply potable water to communities that lack same | <ul style="list-style-type: none"> Maintain a healthy environment Eliminate risk of communicable diseases | Ministries of Health, and of Works | <ul style="list-style-type: none"> High environmental quality Elimination of risk of water borne diseases | Reports of Ministry of Health, Solid Waste Authority, and Provo Water Company in TCI |
| | I | Develop public education on environmental sanitation | Achieve pleasant environment in public and private locations | Ministry of Health | High cleanliness in public places | Reports of Ministry of Health |
| Arrest and reverse environmental degradation | S | <ul style="list-style-type: none"> Cultivate appreciation for maintenance of natural environment Cultivate public awareness of need for recycling and for safe disposal of non-biodegradable materials Public promotion of planting and protection of trees | <ul style="list-style-type: none"> Safeguard environment for posterity Restoration and maintenance of the natural habitat | Ministry of Health and Ministry of Natural Resources, and National Trust | <ul style="list-style-type: none"> Improvement of quality of environment Cleaner public places including beaches Greater public spirit and commitment in respect of things environmental | Reports of Ministries of Health and Department responsible for Agriculture |

15. INFRASTRUCTURE SUPPORT

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|---------------------------------|-------------------|---|--|--|---|--|
| Upgrade physical infrastructure | S | Build access roads | Ensure road development accompanies creation of new subdivisions | Ministry of Works | Easy access to all communities | Reports of Ministry of Works and Ministry of Agriculture |
| | I | <ul style="list-style-type: none"> • Ensure potable water to all communities • Ensure regular inspection of private catchment systems | Reduce incidence of water borne diseases | Ministry of Health Water Authorities | <ul style="list-style-type: none"> • Pipe-borne water to some communities • Safe private supply from private catchments | Reports of Ministry of Health and Water Authority |
| | S | <ul style="list-style-type: none"> • Identify areas for high density housing in Providenciales | <ul style="list-style-type: none"> • Ensure availability of land for low income persons and/or for the development of high density accommodation by Government and the Private Sector • Ensure planning of physical infrastructure for high density subdivisions | Department of Physical Planning and Lands and Surveys Department | Land earmarked for high density housing with facilities properly planned | Department of Physical Planning and Lands and Surveys Department |
| | S | <ul style="list-style-type: none"> • Establish housing authority • Develop low cost housing and aided self-help schemes in Providenciales • Provide rental accommodation for workers | Improve housing of lower income groups including housing for temporary workers | TC Invest and/or Housing Authority to be established | Decent housing for population | Reports of TC Invest and Housing Authority |
| | S | Encourage saving for home ownership | Mobilise savings for housing | TC Invest | Increased resources for housing | Reports of TC Invest |

16. SOCIAL SAFETY NET

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|--|--|--|---|--|
| Expand reach of social services to most vulnerable | I | Maintain constant review of system to ensure only deserving receive help | Ensure transfers from Government reach those intended for Ensure early warning system to identify those at risk | Social Welfare Department and NGOs, CBOs or other groups like Women's Committees on the respective Islands | Better service to the vulnerable by means/testing and periodic review | Annual Reports of Social Welfare Department |
| | I | Better targeted school meals and book subsidies | Improve school attendance of low income children | Ministry of Education, Social Welfare Department, NGOs, CBOs, and Women's Committees | Children in need catered for | Reports of Ministries of Education and Social Welfare Department |
| | S | Ensure protection for vulnerable – elderly, disabled, disadvantaged women and children, teenaged mothers, disabled | Social protection | Social Welfare Department, NGOs, CBOs, and Women's Committees | <ul style="list-style-type: none"> Improved capacity to help the vulnerable Special facilities - schooling for teenaged mothers, institutional care for the aged and for children, or organised and coordinated community and private support | Report of Social Welfare Department and Women's Desk |
| | I | Provide for humane treatment of suspected illegal immigrants | Reduce fear of turning oneself in on part of illegals | Department of Immigration | Greater numbers coming forward for repatriation | Report of Department of Immigration |

17. GENDER

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|--|-------------------|---|---------------------------------|----------------------------|--|---|
| Ensure equal participation of females in all areas of capacity building and asset acquisition – education, training, access to land, credit and labour markets | I | Provision of facilities that allow girls and women to participate in all areas of national life | Ensure gender equity in society | Women's Desk | Cultivation of gender sensitivity across the society | Reports of Women's Desk Statistical data by gender from the Department of Planning |

18. COMMUNITY EMPOWERMENT

| <i>Goal</i> | <i>Time Frame</i> | <i>Strategy</i> | <i>Purpose</i> | <i>Implementing Agency</i> | <i>Output</i> | <i>Methods of Verification & Monitoring</i> |
|---|-------------------|--|---|---|--|--|
| Develop capacity in all communities to mobilise for their own development and for addressing their own problems | I | <ul style="list-style-type: none"> • Establishment of Community Development Department or expansion of Social Welfare to include community focus • Establish Community Organisation on each island • Collaboration between Social Welfare Department and relevant NGOs and CBOs | Creation of capacity in communities for self-direction, for self-help, and community initiative | Community Development/Social Welfare Department | Training programmes in leadership and organization | Reports of Community Development/Social Welfare Department |

