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MAPPING OF YOUTH EMPLOYMENT INTERVENTIONS IN SAINT LUCIA

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EXECUTIVE SUMMARY

This research project was designed to provide the International Labour Organization (ILO) and national and international stakeholders with a detailed mapping and analysis of ongoing youth employment interventions in Saint Lucia including a preliminary evaluation of the gaps encountered. This information will be instrumental to design a number of future development cooperation interventions in the context of the United Nations (UN) Multi-country Sustainable Development Framework 2017-21 in the Caribbean region. The report follows on from similar exercises conducted between 2016 to 2017 for nine Caribbean countries, namely, Antigua and Barbuda, Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, St. Vincent and the Grenadines and Trinidad and Tobago.

METHODOLOGY

Data for this study was collected by desk review including review of international and government publications, and online resources such as official ministry and news websites, and by collaboration with stakeholders in relevant government and non-governmental agencies who provided details on the interventions. Phone interviews were conducted as needed.

For the purpose of this report, youth were defined as those aged 15-24 consistent with the ILO definition, however, as the CSO of Saint Lucia defines youth as those aged 15-29, relevant statistics are presented for this cohort. Similarly, interventions mapped in this study often target youth defined as being between the ages of 18-35. While efforts have been made to identify beneficiaries in the 15-24 bracket, this was not always possible and so a loose definition of youth should be borne in mind while reading this report.

Interventions facilitating the school-to-work transition, providing job opportunities, promoting youth entrepreneurship, facilitating the reintegration of youth from vulnerable backgrounds, and those intended to promote intra-regional migration, specifically via the Caribbean Vocational Qualification were mapped. Under each intervention identified, details of structure, target, geographic availability, funding, rationale, and number of beneficiaries were collected and presented in as much as possible and where applicable.

The analysis based on this mapping seeks to highlight the main gaps identified, in terms of policies, programmes and their implementation. This includes consideration of coverage and completeness as it pertains to the number of programmes and initiatives offered, the areas covered and the number of beneficiaries; considerations regarding implementation challenges; and considerations about inclusion and/or attention to decent work deficits. Preliminary recommendations are made based on this analysis.

YOUTH EMPLOYMENT IN SAINT LUCIA

Like most of the region's small, volatile, open economies, Saint Lucia suffers from a persistently high youth unemployment rate, and indeed, a relatively high total unemployment rate with almost one in every two young persons in the labour force being unemployed compared to one in every five in the total labour force in 2018¹. This has occurred in the context of fairly low, and occasionally negative, economic growth in tourism-driven Saint Lucia.

¹ The specific figures for 2018 are 43 per cent and 20 per cent, respectively. Source: Central Statistical Office of Saint Lucia.

The situation is even more acute for youth aged 15 to 19 and for young females; a dynamic again shared by much of the region and the world. Saint Lucian youth face an intensely competitive job market, especially in the tourism industry, with the added challenge of the excess labour supply causing downward pressure on wages. This challenge is compounded by the inadequacies of the education system as evidenced by low success rates at the Caribbean Secondary Education Certificate (CSEC) exams and the commonly purported opinion that youth are not adequately prepared for the job market at school. High rates of informality and micro-entrepreneurship equally raise concerns that Saint Lucian youth who do find jobs are highly likely to find themselves in employment with limited social protection and with other concerns for decent work deficits.

POLICY ATTENTION TO YOUTH EMPLOYMENT

Youth unemployment and low-quality employment for youth is a recurring theme in official government statements and documents in Saint Lucia including budget statements and the country's Draft National Youth Policy 2018-2023. Interviews with stakeholders in Saint Lucia conducted for this report, however, suggest that while youth employment features as a topic of discussion at the governmental level and in public discourse, this has not been translated into coherent and decisive action to tackle the issue, with only ad-hoc and disjointed interventions targeting youth employment, specifically.

MAIN FINDINGS – MAPPING OF YOUTH EMPLOYMENT INTERVENTIONS

General findings

There are three main observations that can be consistently made across all types of youth employment and general employment interventions in Saint Lucia. Firstly, efforts to tackle youth employment issues suffer from disjointedness and the lack of a centralised body to coordinate and manage them effectively. This often results in the duplication of effort and/or the concentration of effort in some areas or on some target subgroups to the exclusion and detriment of others.

Secondly, most interventions mapped in this study are constrained in terms of capacity, primarily linked to funding constraints, hindering the ability to reach enough youth to make a dent in the youth unemployment situation Saint Lucia faces.

Finally, it was observed that despite Saint Lucia's main growth sectors and emerging sectors for growth being identified as tourism, construction, manufacturing, "edu-business", alternative energy, and the creative industries, very few, if any, mapped interventions seek to prepare youth for careers in these fields. This suggests a perpetuation of the often-cited misalignment between the skills demanded by employers and the skills supplied in the labour market.

Interventions aimed at facilitating the school-to-work transition

Work experience – job attachments, apprenticeships, internships

There are several work experience avenues seeking to facilitate the school-to-work transition for youth in Saint Lucia. These target youth at different skill levels and from different backgrounds, including rural youth, thereby making work experience opportunities available to all. Another positive aspect of these offerings is that most, if not all, include stipends, thereby ensuring that transportation and food needs do not hinder programme access. Opportunities for work

experience are likely to be even wider than suggested here since all Caribbean Vocational Qualification (CVQ) training generally includes a practicum component for completion.

Despite this host of programmes, interventions of this nature in Saint Lucia are largely constrained by limited funding which in turn limits intake and capacity. Taken together, these programmes serve just around 14 per cent of unemployed youth, and less than 4 per cent of all youth, in general².

There are also some programme-specific concerns including placements being misaligned with participants' fields of study and youth complaining of being underutilised given their skills in one programme. In another, the supply of free labour by the government may inadvertently cause a labour market distortion as employers opt for volunteers over hiring other qualified youth seeking employment. Finally, the near absence of apprenticeship or internship opportunities as part of the programmes offered by the main tertiary provider is a cause for concern.

Job brokering and job search assistance

Job brokering and job search assistance is one area in which there is considerable room for improvement in Saint Lucia. There is currently no government-provided service offering job brokering or work-preparedness activities for youth or the unemployed, more broadly, and private channels are limited, functioning mainly as job search platforms or being confined to particular sectors. These also come with the additional cost to access services, further deterring youth access.

While there are numerous career expos and some sizeable career preparedness workshops available to youth on the island including some mentoring and shadowing opportunities, these are generally one-off or ad hoc events, leaving youth without a go-to resource or agency for most of the year. These types of services and activities may be included as part of other programmes which youth may access, for example, as part of apprenticeship or secondary school programmes, but these remain on an ad-hoc basis and are likely to be ineffective in equally targeting different youth subgroups.

Labour rights awareness and sensitization

There were only limited ad-hoc interventions identified in this area, particularly by trade unions in the country.

Interventions to facilitate job opportunities for youth

As in much of the Caribbean, there were no youth-targeted interventions identified in this area; neither in the form of public works and public employment, nor in the form of subsidies to employers. The two programmes which are open to all jobseekers are only accessed by youth to a limited extent in the case of the first and is confined to one sector with a limited intake overall in the case of the second.

² This figure is a rough estimate based on a generous estimate of 1,000 youth (aged 15-24) being served collectively by the work experience programmes mapped in this study relative to the 7,238 unemployed youth (15-24) in 2018 and the 28,298 youth (15-24) in the country overall, according the data from the Saint Lucia Central Statistical Office.

Interventions aimed at supporting youth entrepreneurship

Entrepreneurship training within the general education system

The availability of entrepreneurship training in the general education system is as limited as elsewhere in the region, being confined to business-related subjects which may be pursued for the Caribbean Secondary Education Certificate (CSEC) exams. There are programmes run at both the primary and secondary school level by the Saint Lucia branch of the Junior Achievement (JA), an NGO which seeks to promote entrepreneurship, but these remain in addition to the main curriculum and are conducted based on the demand of schools and students, as opposed to being driven by the government or being built into the curriculum³.

Entrepreneurship training and business support services by government or private organizations outside the general education system

This is one area of employment interventions in Saint Lucia that is particularly vibrant and promising, including both youth-targeted and general programmes. At the school level, the Saint Lucia branch of JA has an impressive reach across the island at both the primary and secondary school level. For out-of-school youth, several avenues exist including via Saint Lucia Youth Business Trust (SLYBT), which serves as a go-to resource and institution exclusively for youth, providing business-related training workshops several times a month although the capacity for one-on-one coaching and business mentoring is more limited. The extent to which youth actually do access services from alternative channels such as the Saint Lucia Small Business Development Centre (SBDC) is unknown, as is their future engagement with the Incubator and Accelerator, however, their existence is a positive step. This is similarly the case for the programmes offered by the social enterprise, SLUDTERA, with online programmes being more accessible to youth.

It should also be noted that, generally in Saint Lucia, there are a host of additional activities throughout the year, including competitions and an entrepreneurship week, executed by the aforementioned organizations which help foster a spirit of entrepreneurship in the population, including youth. The main identifiable drawback to these interventions is the lack of coordination and room for duplication among them which may hinder their effectiveness. Further, available data on the status of youth in the labour force as own-account workers and employers, proxies for entrepreneurship, suggest that these interventions may have not yet translated into more young entrepreneurs relative to other age groups with just a combined six per cent in these categories. Of course, this does not preclude the possibility that youth are engaging more in entrepreneurship compared to in the past and/or parallel to permanent salaried work. Last and probably not least, there seems to be a problem of scale, with offer of services such as coaching and mentorship being limited or not yet reaching out to the number of potential beneficiaries.

Special access to financial services for young entrepreneurs (capital, insurance and banking) provided by government or private organizations

Although access to finance has been cited as a major challenge for entrepreneurs in Saint Lucia⁴, there are encouraging signs that, at least in the future, more avenues will be open for youth to

³ It should be noted that at the primary school level, almost all schools have some form of the Junior Achievement programme.

⁴ "According to the World Bank's Enterprise Survey (2010), 35 per cent of businesses interviewed cited access to finance as the biggest obstacle to doing business in Saint Lucia." Inter-American Development Bank (2014). *Private Sector Assessment Report of Saint Lucia*. Bridgetown, Barbados, p. 15.

access finance for entrepreneurship. This is primarily as a result of the relaunching of the Youth Enterprises Equity Fund (YEEF) under the Saint Lucia Development Bank (SLDB) which seeks to provide investment funding without collateral requirements to young entrepreneurs. It remains to be seen how this translates in practice in terms of how many youth are able to access finance and how easy it is to do so. Prior to 2019, the fund was largely dormant serving less than three youth per year. This is similarly the case for the SLYBT which usually finances just around three youth per year⁵.

The James Belgrave Microenterprise Development Fund (BELFUND) has had much more success in reaching and financing young entrepreneurs in Saint Lucia⁶, and remains a consistent and accessible finance avenue for young entrepreneurs with low requirements and lenient terms for repayment. It should be noted as well that with an expansion of business support and training services in Saint Lucia, youth may be better prepared to access finance via traditional financial institutions.

Special market shares for youth for government contracts or similar other

As in the rest of the region, no interventions of this kind were identified in Saint Lucia. This avenue, therefore, remains a potential option for youth entrepreneurship promotion in the country.

Reintegration of youth from vulnerable backgrounds

While there are multiple initiatives and institutions seeking to reintegrate and rehabilitate youth from vulnerable backgrounds in Saint Lucia, there are considerable gaps in these efforts, with regard to both general rehabilitation and promoting employment, more specifically, for these youth.

Challenges at the Boys' Training Centre, the sole residential facility for juvenile offenders and boys in need of care and protection, include the inadequacy of its remedial education, treating appropriately with the two categories of boys it serves, and the inability to prevent youth falling back into undesirable activities on re-entering their home communities. Employment initiatives at the centre are also on an ad-hoc basis. Capacity and funding constraints appear to be challenges for the rehabilitative programme at the adult Bordelais Correctional Facility and for the second-chance education programme provided by the Centre for Adolescent Renewal and Education.

With regard to young at-risk females and those in need of care and protection or in conflict with the law, rehabilitative and employment initiatives were found to be generally lacking with no residential facility to provide a safe-haven from the often dangerous environments in which they may live. These initiatives are also hindered by extremely limited capacity and employment interventions at the main day centre which performs the required type of rehabilitative work.

While there are some donor-funded initiatives seeking to fill some of the gaps outlined above, these too have their limitations including limited scope although the Skills for Youth Employment

⁵ This information was provided by the Executive Manager of the SLYBT during an interview conducted for this report.

⁶ 50 per cent of BELFUND's beneficiaries are youth (18-35) with an estimated 50 loans disbursed per year at a total value of around XCD \$1 million.

(SkYE) programme looks more promising as an initiative directly promoting the employment of at-risk youth with vocational training followed by internships.

Overall, like entrepreneurship interventions, interventions seeking the reintegration of vulnerable youth in Saint Lucia appear to be in need of better coordination and management to minimize duplication and to ensure effective targeting. Further, more effort is needed to develop and implement initiatives which directly seek to rehabilitate these youth by promoting their employment, including via entrepreneurship, recognising the additional hurdles that they are likely to face in an already tight and competitive job market.

Facilitation of intra-regional migration via the CVQ qualification

Although tremendous progress has been achieved to implement the CVQ framework in Saint Lucia, there are concerns related to the limited capacity of CVQ-training providers and the low demand for CVQs thus hindering the ability of Saint Lucian youth to take advantage of employment opportunities in the wider region. Low demand may perhaps be related to factors such as the cost of CVQ certification given the lack of government subsidies, the limited extent to which employers require CVQ qualifications for hiring, and a lack of awareness of CVQ certification given the limited capacity of the Technical and Vocational Education and Training (TVET) Council to conduct marketing campaigns.

RECOMMENDATIONS

Based on the analysis presented above, it can be concluded that there are significant and often vibrant efforts underway in Saint Lucia to promote youth employment via multiple channels, in particular via entrepreneurship. In many of these intervention areas, Saint Lucia is among those countries leading the region in terms of the design and scale of the efforts mounted. Still, this collection of initiatives to tackle promote youth employment is not without its challenges, some unique to Saint Lucia, but many more being common to the entire region.

The following recommendations are made to address some of the challenges and gaps identified under each intervention area:

General

1. Presence of a central coordinating agency for youth employment initiatives or strengthening of an existing unit or agency to perform this role and the development of a national youth employment policy could be beneficial
2. Review and modification of all interventions to ensure alignment with growth objectives and the skill needs of employers and growth sectors
3. Design and implement proper monitoring and evaluation frameworks for all youth employment interventions

Interventions to facilitate school to work transition

4. Expansion of work experience opportunities in collaboration with employers, taking labour market skill demands into account
5. Revision to tackle programme-specific challenges
6. Better provision of employment services
7. Incorporation of labour rights sensitization and awareness programmes

Interventions to provide job opportunities to youth

8. Research into the potential impact of directly creating job opportunities for youth via public employment schemes and employer subsidies if such research does not already exist

Interventions to promote youth entrepreneurship

9. Entrepreneurship training in secondary school
10. Comprehensive impact evaluations of existing entrepreneurship training and business support services and the development of effective and meaningful partnerships between organizations to better target youth
11. Partnerships to ensure youth access to finance and careful design to minimize barriers to such access
12. Marketing of existing training, finance and market share opportunities to youth
13. Expansion of the offer of quantity of coaching and mentorship services.

Interventions to facilitate reintegration

14. Build well-designed youth employment interventions into existing and new reintegration efforts
15. Identify and address existing gaps and duplication of effort

Interventions to facilitate intra-regional migration

16. Continued expansion of CVQ and Prior Learning Assessment and Recognition (PLAR) implementation efforts possibly including government subsidisation as a means to boost demand

LIST OF ACRONYMS

BELFUND	James Belgrave Microenterprise Development Fund
BTC	Boys' Training Centre
CARE	Centre for Adolescent Renewal and Education
CDB	Caribbean Development Bank
CFYR	Community, Family and Youth Resilience Initiative
CHTTI	Caribbean Hospitality and Tourism Training Institute
CIBC	Canadian Imperial Bank of Commerce
CSEC	Caribbean Secondary Education Certificate
CSO	Central Statistical Office (Saint Lucia)
CVQ	Caribbean Vocational Qualification
CXC	Caribbean Examinations Council
DFID	Department for International Development (UK)
GDP	Gross Domestic Product
GoSL	Government of Saint Lucia
IADB	Inter-American Development Bank
IICA	Inter-American Institute for Cooperation on Agriculture
ILO	International Labour Organization
JA	Junior Achievement
JJRP	Juvenile Justice Reform Programme
MOYDS	Ministry of Youth Development and Sports
NAP	National Apprenticeship Programme
NEET	Not in Education, Employment or Training
NELP	National Enrichment and Learning Programme
NELU	National Enrichment and Learning Unit
NSDC	National Skills Development Centre
OECS	Organisation of Eastern Caribbean States
PLAR	Prior Learning Assessment and Recognition
POA	Principles of Accounts
POB	Principles of Business
SALCC	Sir Arthur Lewis Community College
SAWP	Seasonal Agricultural Workers Programme
SBDC	Saint Lucia Small Business Development Centre
SkYE	Skills for Youth Employment Programme
SLCTVET	Saint Lucia Council for Technical and Vocational Education and Training
SLDB	Saint Lucia Development Bank
SLYBT	Saint Lucia Youth Business Trust
STEP	Short-Term Employment Programme
TVET	Technical and Vocational Education and Training
UN	United Nations
USAID	United States Agency for International Development
YEEF	Youth Enterprises Equity Fund
YEP	Youth Empowerment for Life Project
YES	Youth Empowerment Services
YSC	Youth Service Corps

INTRODUCTION

PURPOSE

The research project was designed to provide the ILO with a detailed mapping of ongoing youth employment interventions in Saint Lucia, along with a preliminary evaluation of the gaps encountered. This information will be instrumental to design a number of future development cooperation interventions in the context of the UN Multi-country Sustainable Development Framework 2017-21 in the Caribbean region. The report follows on from similar exercises conducted between 2016 to 2017 for nine Caribbean countries, namely, Antigua and Barbuda, Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, St. Vincent and the Grenadines and Trinidad and Tobago.

FOCUS OF THE RESEARCH AND ANALYSIS

The following key areas were considered⁷:

1. Interventions aimed at facilitating the school to work transition for young women and men in the form of:
 - a. Work experience
 - i. Apprenticeships;
 - ii. Internships;
 - iii. Job attachment programmes for recent graduates from secondary, vocational or tertiary education with or without stipend; and
 - b. Job matching assistance programmes including:
 - i. Job Brokering (websites or in person) carried out by public or private organizations;
 - ii. Job search assistance (Curriculum Vitae, interview preparation) carried out by public or private organizations; and
 - iii. Labour rights awareness and sensitization.
2. Interventions aimed at providing job opportunities specifically for young women and men in the form of:
 - a. Public works and public employment schemes; and
 - b. Subsidies to employers for hiring young people (not included under point 1.a.iii above).
3. Interventions aimed at supporting youth entrepreneurship in the form of:
 - a. Entrepreneurship training within the general education system;
 - b. Entrepreneurship training and business support services for young women and men by government or private organizations without the general education system;

⁷ The youth employment situation in a given country is the result of a number of root causes and their interactions. Macro and micro economic performance, output, as well as labour market institutions and the general institutional setting in a country can all potentially bear a sizable impact on quantity and quality of employment available to youth. The present review focuses on certain programmatic areas of particular interest being – arguably – the ones which potentially bring more immediate and direct results. Most of those areas are also overlapping with the priorities and the mandate of the ILO constituents. Notwithstanding such focus, it is clear that – in line with the International Labour Conference resolutions of 2005 and 2012 – tackling the youth employment challenge must hinge on a systemic approach. In addition, even within the framework of labour market institutions there is certainly room to further analyze specific aspects (e.g. employment protection legislation).

- c. Special access to financial services for young entrepreneurs (capital, insurance and banking) provided by government or private organizations; and
 - d. Special market shares for youth for government contracts or similar other
- 4. Interventions aimed at facilitating the (re)integration of young women and men from vulnerable backgrounds including: Psychological and Career Counselling and training services for juveniles, first offenders, youth with problematic background, and youth emancipating from crime.
- 5. Interventions aimed at facilitating intra-Caribbean migration through issuing of CVQ with a particular attention to:
 - a. National availability of CVQ and capacity of assessors and verifiers for the CVQ;
 - b. National availability of PLAR and capacity of assessors and verifiers for PLAR.

Specific information sought for each programme is as indicated below:

- a. A complete listing and tabulation of the programmes currently on-going and a brief description (target age range, who runs it, what does it consist of, where does it take place - in particular, if it targets young women or men specifically, and/or a specific region, and/or urban/rural youth, the rationale behind it);
- b. The financial implications of each programme (who finances it, who receives money and for how long);
- c. The number of beneficiaries per year; and
- d. Future plans of development (if any).

Research was also done on key economic indicators taking into consideration the youth employment situation.

METHODOLOGY

The ILO Decent Work Team and Office for the Caribbean engaged an independent consultant to conduct a desk review and deliver a report describing and analyzing on-going government-led and donor-funded activities for young women and men in Saint Lucia. With support where possible from the ILO Decent Work Team and Office for the Caribbean, the consultant was expected to actively engage with stakeholders where information was not available in document form and from internet sources.

Definitions

For the purpose of this report, youth were defined as those aged 15-24 consistent with the ILO definition, however, as the CSO of Saint Lucia defines youth as those aged 15-29, relevant statistics are presented for this cohort. Similarly, interventions mapped in this study often target youth defined as being between the ages of 18-35.

To the extent that youth are considered to experience greater vulnerability in the labour market in terms of unemployment, the data appears to support the use of a youth definition as being between the ages of 15-24. Figures for the period 2010-2018 consistently show unemployment rates to be much higher for this age bracket relative to the total unemployment rate. On the other hand, the unemployment rate for those aged 25-29 is only marginally higher than the total rate

over the same period, while the rate for those aged 30-34 is generally lower than total unemployment⁸.

While efforts have been made to identify beneficiaries in the 15-24 age bracket, this was not always possible. Additionally, we acknowledge that several dimensions beyond unemployment rates should be taken into consideration when defining youth and so a loose definition of youth should be borne in mind while reading this report.

Data collection

Desk review

The first phase of the research involved a review of publications available on the internet from international and regional organizations, inclusive of the World Bank, the International Monetary Fund, the Inter-American Development Bank (IADB), the UN, the Economic Commission for Latin America and the Caribbean, the Caribbean Development Bank (CDB) and the Eastern Caribbean Development Bank. The document review produced background information on youth employment in the world and the region, social and economic indicators, and information pertinent to Saint Lucia.

The second phase of the research involved a widened search for youth employment intervention activities at the country level, and included Ministry websites and other online sources. Where electronically available information was insufficient or in need of verification, stakeholders were contacted directly and supplied information via phone interviews and/ or email correspondence. This included making internal organization documents, such as annual reports, available to the consultant.

Analysis

The resulting mapping was then analyzed with the aim of highlighting the main gaps in terms of policies, programmes and their implementation. Specifically, considerations were made regarding:

1. Coverage/completeness in terms of number of programmes/initiatives offered, areas covered and number of beneficiaries;
2. Implementation challenges;
3. The inclusion and/or attention to decent work deficits

It should be noted that this analysis is a preliminary attempt to connect the dots and evaluate the results of this mapping, incorporating whatever prior evaluations, studies and relevant government documents exist to go one step further in our understanding of the youth employment intervention environment in Saint Lucia. This therefore represents a foundation step for deeper analysis in future projects as opposed to a definitive comprehensive evaluation.

⁸ Specifically, the unemployment rate for those aged 15-19 averaged 65 per cent between 2010 and 2018, and 38 per cent for those aged 20-24. This is compared to an average total unemployment rate of 22 per cent over the same period. For those aged 25-29, the average unemployment rate was 25 per cent, just three percentage points above the average total unemployment rate, while the corresponding figure for those aged 30-34 was 20 per cent, two percentage points below the average total unemployment rate.

Source: Author's calculations based on Labour Force Survey data from the Central Statistical Office of Saint Lucia.

YOUTH EMPLOYMENT IN SAINT LUCIA

MAIN FINDINGS

Great attention is being paid to youth employment promotion in Saint Lucia as evidenced by active interventions in various areas. Several opportunities are available to youth from all backgrounds for gaining work experience, as are opportunities for entrepreneurship training and business support, although the reach of these interventions is often constrained by funding availability and capacity. Similarly, there are promising signs for the availability of finance for youth entrepreneurship but with initiatives being newly rolled out, their effectiveness remains to be seen.

Despite these opportunities, there are specific gaps in the youth employment landscape which need to be addressed. Among these is the lack of adequate job brokering and job search assistance services being provided by either the public or private sector, including CV and interview preparation, and career guidance. Rehabilitation and reintegration efforts for vulnerable youth, though numerous, also suffer from considerable gaps such as the lack of services dedicated to young at-risk women including those in conflict with the law.

Equally, though tremendous progress has been achieved to implement the CVQ framework in Saint Lucia, there are concerns related to the limited capacity of CVQ-training providers and the low demand for CVQs thus hindering the ability of Saint Lucian youth to take advantage of employment opportunities in the wider region. Low demand may perhaps be related to factors such as the cost of CVQ certification given the lack of government subsidies, the limited extent to which employers require CVQ qualifications for hiring, and a lack of awareness of CVQ certification given the limited capacity of the TVET Council to conduct marketing campaigns.

Overall, the main conclusion in Saint Lucia is that effort is needed to achieve better overall coordination and management, including the minimization of effort duplication, in order to maximise the effectiveness of youth employment interventions. Such rationalisation may also help to address funding challenges constraining the reach of many of the interventions mapped in this study. Given that programmes are yet to respond to the changing economic and industrial landscape including new growth sectors, there is a need to improve the alignment of such training and work experience interventions with skills demanded in the labour market if they are to serve as a step to securing decent employment for young people. The development of comprehensive monitoring and evaluation frameworks is equally essential to ensure programmes are achieving their desired outcomes and to pinpoint modifications to be made where necessary. In light of the above, any mechanism instrumental to ensure enhanced coordination (e.g. a national youth employment strategy under a central coordinating body, effective results based management, or a detailed joint assessment of beneficiaries) is to be promoted.

PROFILE STRUCTURE

This profile begins with a look at indicators relevant to youth employment and economic activity in Saint Lucia accompanied by a brief discussion of the youth employment situation in the country and the policy attention it has received. The mapping of youth employment interventions is then presented followed by an analysis of this mapping. The profile concludes with recommendations based on this preliminary analysis.

COUNTRY PROFILE

Table 1: Key country indicators

<i>Population</i> ⁹	
Total Population (2018)	178,696
Youth Population (15-24) (2018) ¹⁰	28,298 (16%)
<i>Economy</i>	
Gross Domestic Product (GDP at constant 2010 \$US) (2018)	\$1.5 billion ¹²
Projected GDP Growth (2020)	3.5% ¹³
GDP Composition by Sector (2018) ¹¹	
• <i>Agriculture</i>	2%
• <i>Industry</i>	10%
• <i>Manufacturing</i>	2%
• <i>Services</i>	75%
<i>Employment</i> ¹⁴	
Labour force participation rate (%) (2018)	70.1
• <i>Female</i>	63.8
• <i>Male</i>	76.5
Youth labour force participation rate (15-24) (%) (2018)	59.4
• <i>Female</i>	54.0
• <i>Male</i>	64.6
Total unemployment rate (% of labour force) (2019 Q3) ¹⁵	17.5
Youth unemployment (% of youth labour force) (2019 Q3) ¹⁶	34.7
• <i>Female</i>	35.7
• <i>Male</i>	33.9
<i>Educational attainment</i>	
Percentage of students sitting 5 or more CSEC subjects who achieve a full school-leaving certificate (ie. Passes in 5 or more subjects including Maths and English) (2018) ¹⁷	42.6

THE YOUTH EMPLOYMENT SITUATION IN SAINT LUCIA

Like most of the region's small, volatile, open economies, Saint Lucia suffers from a persistently high youth unemployment rate, and a relatively high general unemployment rate as well. In 2018,

⁹ Central Statistical Office of Saint Lucia. Mid-Year Estimates of Population by Age Group. <https://www.stats.gov.lc/data/data-tables/>.

¹⁰ The corresponding figures for the 15-29 age group are 43,655 and 24 per cent.

¹¹ The World Bank: World Development Indicators: Structure of Output. <http://wdi.worldbank.org/table/4.2>.

¹² World Bank. World Development Indicators.

¹³ The World Bank: Country data: Saint Lucia. <https://data.worldbank.org/country/st-lucia>.

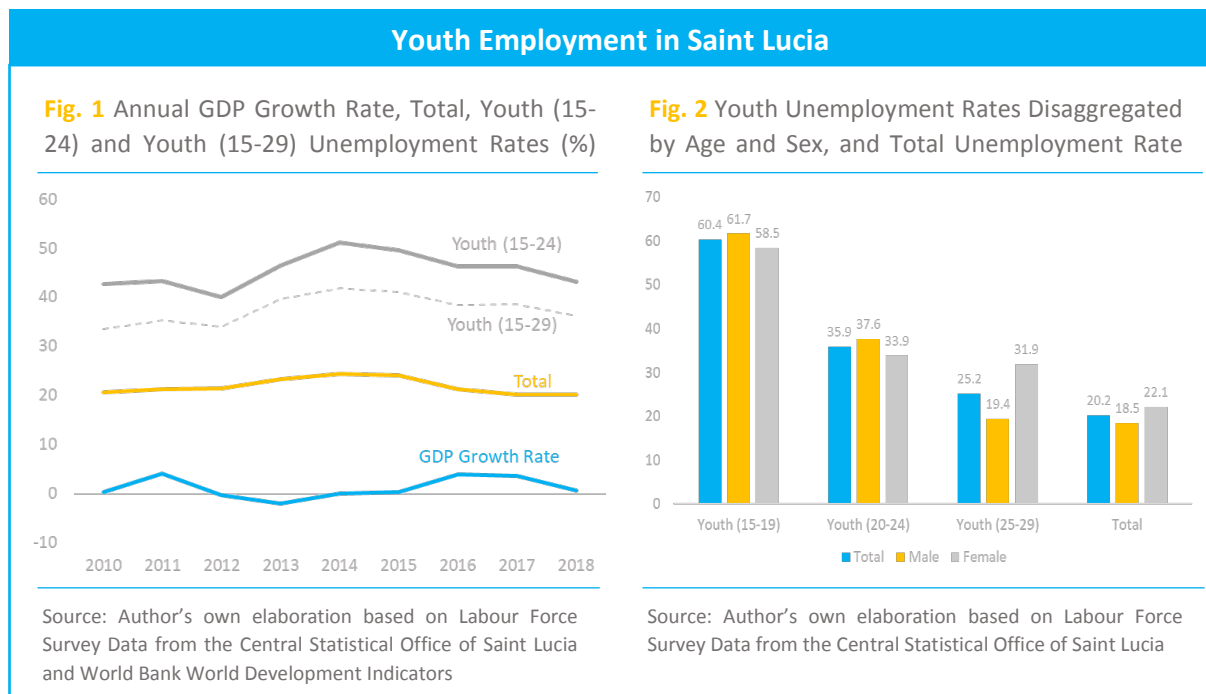
¹⁴ All employment data was obtained from the Central Statistical Office of Saint Lucia unless otherwise specified. <https://www.stats.gov.lc/data/data-tables/>.

¹⁵ Unemployment data is taken from the Statistical Report for the Saint Lucia Labour Force Survey for Q3 of 2019.

¹⁶ Note that in Saint Lucia the youth unemployment rate is calculated for persons aged 15-29.

¹⁷ Author's calculation based on data from Government of Saint Lucia (2019). *Education Statistical Digest, 2018*.

the youth (15-24) unemployment rate was more than twice the total unemployment rate at 43 per cent compared to 20 per cent¹⁸. Indeed, over the period 2010 to 2018, a doubly high youth unemployment rate was consistently the case (Fig. 1). This has occurred in the context of fairly low, and occasionally negative, economic growth in tourism-driven Saint Lucia with an average growth rate of 1.2 per cent over the same period (Fig. 1).



As Fig. 2 illustrates, the situation is most acute for youth aged 15 to 19 years old, with an unemployment rate of 60 per cent in 2018. Of course, this dynamic is not unique to Saint Lucia nor to the region as 15 to 19-year olds tend to have the most difficult time in the labour market worldwide due to their lower experience and education qualifications. Similar to the rest of the region as well, is the observation that young females generally fare worse overall in terms of unemployment, although the gap between the two sexes is fairly small in Saint Lucia; around an average of 4.9 percentage points between 2010 to 2018¹⁹ (Fig. 2).

It is no surprise, therefore, that youth in Saint Lucia, as in much of the region, identify a lack of economic opportunities as the most significant challenge they face²⁰. With excess demand for and a limited supply of jobs in the more lucrative tourism industry, Saint Lucian youth must seek employment in a highly competitive and tight labour market²¹. According to a 2013 United States Agency for International Development (USAID) report, they are also faced with the additional challenge created by this dynamic, that is, downward pressure on wages, often below minimum wage, and the ability of employers to demand higher academic credentials for lower skilled positions²².

¹⁸ Central Statistical Office of Saint Lucia. <https://www.stats.gov.lc/data/data-tables/>.

¹⁹ Over the period 2010-2018, the average size of the gap in unemployment rates between the two sexes was 4.9 percentage points with young women (15-24) being more likely to be unemployed. The size did, however, fluctuate significantly over this time reaching as wide as 9.5 percentage points in 2013 versus -5.1 percentage points in 2018.

²⁰ USAID (2013). *Eastern and Southern Caribbean Youth Assessment*. Final Report, p. 74.

²¹ Ibid.

²² Op cit.

Another commonly held opinion in Saint Lucia is that the education system is unable to adequately prepare youth for the labour market as alluded to previously²³. In addition to a misalignment of skills, Saint Lucian youth generally fare poorly with basic literacy and numeracy skills as evidenced by a pass rate of 66 per cent in English and 55 per cent in mathematics at the CSEC exams in 2015²⁴. These figures are even lower for young males. Further, in 2018, of the 1,832 students in Saint Lucia sitting at least five CSEC subject exams, only 780 or 42 per cent achieved five passes including mathematics and English, or a full school-leaving certificate²⁵. This is a major setback to youth's chances for employment since this certificate is generally the minimum requirement for even low-skilled jobs. Again, it should be noted that this problem is one that is region-wide and not unique to Saint Lucia.

Concerns for decent work for youth are also relevant in Saint Lucia. With an estimated 39 per cent of all enterprises in the country being considered informal, and 77 per cent being microenterprises hiring less than five persons²⁶, youth are highly likely to secure employment which does not afford them a desirable level of social protection, and in some cases may even be exploited. The fact that youth tend to have lower education levels and skills, and less work experience further increases the likelihood of this scenario.

²³ This was even recognised by the Saint Lucian Prime Minister in his 2019 Budget Address. *Growth by Empowerment for a Better Future*. Delivered by Prime Minister Allen Michael Chastanet (April 15, 2019), p. 24. <http://www.govt.lc/news/budget-address-2019>.

²⁴ Organisation of Eastern Caribbean States (OECS) (2016). *Organisation of Eastern Caribbean States Education Statistical Digest 2016*, p. 168.

²⁵ Author's calculation based on data from Government of Saint Lucia (2019). *Education Statistical Digest, 2018*.

²⁶ Inter-American Development Bank (2014). *Private Sector Assessment Report of Saint Lucia*. Bridgetown, Barbados, p.11.

POLICY ATTENTION TO YOUTH EMPLOYMENT

Youth unemployment and low-quality employment for youth is a recurring theme in official government statements and documents in Saint Lucia. Most recently, the Saint Lucian Prime Minister acknowledged in his 2019 Budget Address that “Unemployment, especially among young people is too high²⁷”. In light of this recognition, he further explained that the government’s soon to be released Medium Term Development Plan “is designed to provide opportunities for our young people to be in a better position to find jobs, own their own homes and to give them a future as productive citizens of their country”²⁸.

The Draft National Youth Policy 2018-2023 also identifies “economic participation” as its second priority action goal, with the objective being “To ensure young people have equitable access to decent employment and livelihood opportunities”²⁹.

Interviews with stakeholders in Saint Lucia conducted for this report, however, suggest that while youth employment is a recurring topic of discussion at the governmental level and in public discourse, this has not been translated into coherent and decisive action to tackle the issue. Rather, the approach to youth employment has been cited as being to focus on economic growth with the expectation that such growth will have a trickle-down effect of boosting youth employment, with ad-hoc and disjointed interventions targeting youth employment, specifically.

²⁷ *Growth by Empowerment for a Better Future*. Delivered by Prime Minister Allen Michael Chastanet (April 15, 2019), p. 4. <http://www.govt.lc/news/budget-address-2019>.

²⁸ *Ibid.*, p. 7.

²⁹ Government of Saint Lucia (2018). *National Youth Policy 2018-2023 (Draft)*, p. ix. This document was supplied directly to the author by the Director of Youth in Saint Lucia.

MAPPING OF YOUTH EMPLOYMENT INTERVENTIONS IN SAINT LUCIA

INTERVENTIONS AIMED AT FACILITATING THE SCHOOL TO WORK TRANSITION FOR YOUNG WOMEN AND MEN

Apprenticeships, Internships and Job Attachment Programmes

Programme	Details
<p>National Apprenticeship Programme (NAP) ³⁰³¹³²</p>	<p>Operated by: Office of the Prime Minister, Saint Lucia</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • The NAP provides training and apprenticeship opportunities for youth in Saint Lucia via partnerships with tertiary institutions such as the Monroe College International Hospitality Training Institute and private firms such as Ojo Labs, an artificial intelligence company. • Participants in the Hospitality branch of the programme are trained in one of 5 areas - bartending, event planning and logistics, front office and guest services, food and beverage service, and housekeeping. This training culminates in a certificate qualification from the Monroe College International Hospitality Training Institute followed by a job placement, for example, on cruise vessels. • Note: This is a fairly new programme which started at the end of 2018. <p>Target group: Unattached/ unemployed youth, both male and female, especially in the South of Saint Lucia</p> <p>Age range: Youth but specific age bracket unspecified</p> <p>Source of Funding: Government of Saint Lucia (GoSL)</p> <p>Period of Engagement: The formal training component of the hospitality programmes is 4 months. Other programmes and the job placement component have different durations.</p> <p>Stipend: Stipend of EC \$500 (USD \$185) per month for transportation and food costs</p> <p>Programme availability: Both urban and rural but there is a deliberate effort to target youth in the more rural south of the island</p> <p>Rationale: To help alleviate youth unemployment especially in the south of Saint Lucia</p> <p>Number of beneficiaries: In 2019, the year for which data is available, there were 66 graduates from the hospitality component given job placements, and 24 new trainees in the grooming (horses) programme at the end of 2019</p>

³⁰ National Apprenticeship Programme. <https://www.facebook.com/NAPSTLUCIA/>

³¹ "National Apprenticeship Programme Seeks to Address Unemployment", Loop News, 19 February 2018. <http://www.loopslu.com/content/national-apprenticeship-programme-seeks-address-unemployment>.

³² "Update on National Apprenticeship Programme", Saint Lucia Times, 10 September 2018. <https://www.stlucianewsonline.com/update-on-national-apprenticeship-programme/>.

<p>Summer Employment Programme³³³⁴</p>	<p>Operated by: Department of the Public Service, GoSL</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • The Summer Employment Programme is one of the longest running interventions to boost youth employment in Saint Lucia • Youth are placed to work in various departments of government ministries and agencies. • The programme includes a formal orientation session (as of 2019) aimed at boosting knowledge of the public service. The training covers: Structure and Functions of Ministries and Departments; Introduction to the Staff Orders; Time Management; Ethics and Professionalism; On the Job skills; and Student’s Responsibility. <p>Target group: Students enrolled in Form 5 of secondary schools, their first year at the Sir Arthur Lewis Community College (SALCC) and university students not in their final year. Also open to other applicants who can prove enrolment in a full-time academic programme. Both young males and females.</p> <p>Age range: 16+</p> <p>Source of Funding: GoSL</p> <p>Period of Engagement: 2 months maximum (June-July or July-August)</p> <p>Stipend: Yes</p> <p>Programme availability: Primarily urban</p> <p>Rationale: Provide students with opportunities to gain practical working experience, particularly as it relates to their chosen areas of study.</p> <p>Number of beneficiaries: Less than 200 per year</p>
<p>Youth Service Corps (YSC)³⁵</p>	<p>Operated by: Ministry of Youth Development and Sports (MOYDS)</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • New programme launched in 2019 by the MOYDS which places youth as volunteers to work in various public, private and non-governmental organizations • Although volunteers, the participants are treated as staff and benefit from training and other activities afforded to regular staff <p>Target group: Not in Education, Employment or Training (NEET) youth, both male and female</p> <p>Age range: not specified</p> <p>Source of Funding: Co-funded by the GoSL and the National Lotteries Authority (the latter is the larger funder)</p> <p>Period of Engagement: 1 year</p> <p>Stipend: Stipend amount varies according to the participants’ existing qualifications – those who have successfully passed CSEC exams receive XCD \$800 per month, those with CSEC subjects plus some additional training, for example, CVQ certification in some area, receive XCD 1900 per</p>

³³ “Applications open for summer employment programme”, Government of Saint Lucia, 19 March 2019. <http://www.govt.lc/news/applications-open-for-summer-employment-programme>.

³⁴ “New Component Added to Summer Employment Programme”, Saint Lucia Times, 27 May 2019. <https://stluciatimes.com/new-component-added-to-summer-employment-programme/>.

³⁵ Information on the Youth Service Corps was provided directly by the Director of Youth, Ministry of Youth Development and Sports during an interview conducted as part of the data collection for this report.

	<p>month, those with CAPE qualifications receive XCD \$1000, and those with a degree receive XCD \$1200 per month.</p> <p>Programme availability: Both rural and urban</p> <p>Rationale: In addition to engendering patriotism through volunteerism, the programme aims to help young people move ahead in employment by providing them with some work experience and a stipend which they can use for different purposes such as to access more schooling or training. This arrangement also helps to set them up in life as they are able to get reference/job letters to open bank accounts etc. The idea is that by the end of the year, young people will be in a better position to move on to more permanent employment.</p> <p>Number of beneficiaries: 110 participants when the programme launched in May 2019.</p> <p>Future plans: there is a high demand from firms and organizations to acquire staff via this placement arrangement so there is the intention to expand subject to funding availability.</p>
<p>National Skills Development Centre (NSDC) Internships³⁶</p>	<p>Operated by: NSDC</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • All NSDC programmes which prepare participants for CVQ or international certification include an internship component at various registered businesses • Programmes at the NSDC are usually executed under specific donor-funded projects targeting different groups of youth • The tasks students are given are tasks they have already been exposed to in training and have demonstrated competence. Employers provide feedback about the trainees' performance and areas the trainee requires improvement. • Employers provide a mentor and or supervisor to provide guidance to the trainee to accurately complete the employer tasks. They also provide the feedback on the quality of the trainee's performance. • The NSDC makes two site visits to ensure both trainee and employer are meeting the programme expectations. <p>Target group: Generally vulnerable, unemployed, or underemployed youth but the specific target varies according to the project under which training is conducted</p> <p>Age range: Specific age range varies by project. For example, the Empowerment of South Eastern Resident through training in Non-traditional Areas (ESERTNA) Project targeted youth aged 17-35.</p> <p>Source of Funding: Various donors for different projects eg. CDB, GoSL, USAID, UNESCO, World Bank etc</p> <p>Period of Engagement: 1 month</p> <p>Stipend: Stipends have only been offered in those projects where the donors have provided funding for such because of the nature of the target</p>

³⁶ Information on internships at the National Skills Development Centre was provided directly by the NSDC's training manager as part of the data collection for this report.

	<p>group. Usually a trainee is given a stipend of EC \$400 for the internship period.</p> <p>Programme availability: Both</p> <p>Rationale: The main purpose of the internship is to simply provide the trainee with work experience in their area of training.</p> <p>Number of beneficiaries: Fluctuates with donor funding. For example, in 2017 there were 504 beneficiaries but the following year this number was much lower as most donor funding had ended. On average 50-70 per cent of NSDC trainees are employed one year after receiving training.</p>
<p>Canadian Imperial Bank of Commerce (CIBC) First Caribbean International Bank’s annual summer internship programme³⁷</p>	<p>Operated by: CIBC First Caribbean International Bank</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • Participants receive an orientation dealing with the bank’s history, the importance of customer service excellence, dressing for the office, and other work attitudes. • They are then placed in different bank units - namely the Customer Service Centre, Corporate Banking Centre, Insurance Unit, Merchant Services Unit and the Operations/Processing Centre - where they gain direct work experience and exposure to banking careers. <p>Target group: Both male and female youth. Mainly students enrolled in post-secondary/ tertiary institutions but there are a few secondary school graduates.</p> <p>Age range: 17-21 (in 2017)</p> <p>Source of Funding: CIBC</p> <p>Period of Engagement: 12 weeks</p> <p>Stipend: Yes (to assist with transportation and meals) but amount not specified</p> <p>Programme availability: Participants matched to the bank branch in closest proximity to their residence</p> <p>Rationale: To contribute to youth development in Saint Lucia</p> <p>Number of beneficiaries: 14 - 3 males, 11 females (in 2017)</p>
<p>Inter-American Institute for Cooperation on Agriculture (IICA) Internship Programme³⁸</p>	<p>Operated by: IICA</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • Participants are introduced to different occupations and businesses in the agricultural ecosystem. • Also develop skills in using MS suite, data collation and manipulation for analysis and problem solving, and public speaking.

³⁷ “14 participate in CIBC FirstCaribbean’s summer internship programme”, Saint Lucia News, 30 August 2017. <https://www.stlucianewsonline.com/14-participate-in-cibc-firstcaribbeans-summer-internship-programme/>.

³⁸ “IICA Facilitates Internships for Secondary School Students to Build Interest in Agriculture Careers”, IICA, 23 July 2019. <https://www.iica.int/en/press/news/iica-facilitates-internships-secondary-students-build-interest-agriculture-careers>.

	<ul style="list-style-type: none"> • Programme has been run by the IICA delegation in Saint Lucia since 2015. <p>Target group: Both male and female secondary school students</p> <p>Age range: not specified</p> <p>Source of Funding: IICA</p> <p>Period of Engagement: 2 weeks</p> <p>Stipend: Unknown</p> <p>Programme availability: Urban</p> <p>Rationale: Expose youth to opportunities in the agriculture sector thereby encouraging entry into this sector</p> <p>Number of beneficiaries: 2 (2019)</p>
Sir Arthur Lewis Community College (SALCC) Internships³⁹	<p>Operated by: SALCC</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • A few programmes at the SALCC offer internships/ job placements as part of the curriculum. These include the Certificate in Animation (commencing in the academic year 2019-2020), Associate Degree in Automotive Engineering and the Associate Degree in Architectural Technology.
Youth Summer Employment Programme⁴⁰	<p>Operated by: SLUDTERA</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • Provides a selected number of youth with meaningful employment opportunities • Run by SLUDTERA which is a platform of programs and initiatives that source, connect and empower youth, the unemployed, and Entrepreneurs and is aimed at improving communities, providing access to employment, and helping the environment. <p>Age range: 17-24</p> <p>Period of Engagement: 2 months (July-September)</p> <p>Stipend: XCD \$9 per hour</p>
Other small internships	<p>There are several firms and organizations in Saint Lucia which run small internship programmes on an annual or ad-hoc basis and which have not been mapped in detail but are mentioned here for the purpose of understanding the landscape in the country.</p> <ol style="list-style-type: none"> 1. The law firm, Floissac, Fleming and Associates, offers a 10-week legal internship to one student who has completed their first year of law school with a stipend of XCD \$3,500⁴¹.

³⁹ "SALCC/Malfini Inc. Animation Hackathon", Sir Arthur Lewis Community College News, <https://www.salcc.edu.lc/index.php/about/news-and-publications/172-salcc-malfini-inc-animation-hackathon>.

⁴⁰ SLUDTERA – Our Programs. <https://sludtera.wordpress.com/our-programs/>. Accessed 4 December 2019.

⁴¹ "Sir Vincent Floissac Annual Legal Internship Programme 2019", Floissac, Fleming and Associates, <https://www.floissaclawyers.com/sir-vincent-placement-floissac-fleming.html>.

	<ol style="list-style-type: none"> 2. The Caribbean Catastrophe Risk Insurance Facility (CCRIF) offers an annual regional internship programme to recent university graduates in which Saint Lucian nationals may participate. This internship involves placements in host organizations across the sub-region. There was a total of 19 interns in 2019⁴². 3. Saint Lucia Electricity Services Limited (LUCELEC) Summer Employment Programme – LUCELEC runs an annual 3 month internship programme targeting TVET and tertiary education students and graduates for placement in different departments of the company. There were 41 participants in 2016⁴³. 4. Landings Resort and Spa Internship – the resort hosted 12 first year interns from the SALCC in 2018 by placing them in the hotels different departments⁴⁴. 5. Digicel Saint Lucia – the company offered an ad hoc internship in 2019 in its Human Resource department to one intern for the period of one year⁴⁵.
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Job brokering and job search assistance

Programme	Details
Caribbean Jobs⁴⁶ and Hired Caribbean⁴⁷ online platforms	<p>Operated by: Saongroup and Hired Caribbean</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • Online platforms seeking to connect job seekers with employers and vice versa • Caribbean Jobs operates across the Caribbean region while Hired Caribbean, a company based in Saint Lucia, provides job postings primarily in Saint Lucia. <p>Target group: All job seekers and employers; not exclusive to youth</p> <p>Source of Funding: Private firms</p> <p>Programme availability: Online</p> <p>Number of beneficiaries: Caribbean Jobs has 180,000 users per month across the Caribbean. Similar figures are not available for Hired Caribbean, but it has 10,000 followers on its main social media page.</p>
Mampa Employment Agency⁴⁸	<p>Operated by: Mampa Employment Agency</p> <p>Elements of the programme:</p>

⁴² "CCRIF Internship Programme Supports Young Caribbean Professionals", The Voice Saint Lucia, 6 August 2019. <https://thevoiceslu.com/2019/08/ccrif-internship-programme-supports-young-caribbean-professionals/>.

⁴³ "LUCELEC Gives More Students the Opportunity to Intern for the Summer", Saint Lucia Times, 23 June 2016. <https://stluciatimes.com/lucelec-gives-students-opportunity-intern-summer/>.

⁴⁴ "SALCC students benefit from internship program at The Landings Resort & Spa", Saint Lucia News, 8 August 2018. <https://www.stlucianewsonline.com/salcc-students-benefit-from-internship-program-at-the-landings-resort-spa/?fbclid=IwAR2-tTc32YZ7CoEPrWrDfulSah6PeTEsnvUuwpyvFZRN-LYBGrlU591VDgk>.

⁴⁵ Digicel Saint Lucia. <https://www.digicelgroup.com/lc/en/mobile/explore/promotions/news---community/2019/june/14/vacancies.html>.

⁴⁶ Caribbean Jobs. <https://www.caribbeanjobs.com/>.

⁴⁷ Hired Caribbean. <https://hiredcaribbean.com/>.

⁴⁸ Mampa Employment Agency. <http://www.mampaagencyltd.com/>

	<ul style="list-style-type: none"> • Private employment agency in Saint Lucia which provides job brokering services at a cost to employers and job seekers • Most of the agency's brokering relates to the hospitality industry, and the cruise ship industry in particular. <p>Target group: All job seekers, not specific to youth</p> <p>Source of Funding: Private firm</p> <p>Programme availability: Online and at the firm's Castries office (urban)</p>
Government of Saint Lucia (GoSL) Job Search Portal ⁴⁹	<p>Operated by: GoSL</p> <p>Elements of the programme: Online portal on the government's website which lists current vacancies in the public service.</p> <p>Target group: All job seekers</p>
Ad hoc Career Readiness Workshops	<p>Several organizations in Saint Lucia conduct career readiness workshops for youth including topics such as CV writing and interview preparation on an ad hoc basis. The duration of these is usually one to two days.</p> <p>Some of the executing organizations include the Soufriere Regional Development Foundation (SRDF)⁵⁰, a non-governmental organization, and the Caribbean Hospitality and Tourism Training Institute (CHTTI)⁵¹.</p> <p>It should be noted that, in addition to being ad hoc, these interventions are usually very small – the SRDF workshop hosted just 19 youth.</p>

Labour rights awareness and sensitization

Targeted sessions to the benefit of young people are held on an ad hoc basis by the 'National Workers Union' and as part of training curricula offered by some. Generally, interventions in this area are limited.

Other

There are several career expos and a few career counselling opportunities available to youth in Saint Lucia, in addition to the interventions previously listed. Much like the career readiness workshops, however, these tend to be on an ad hoc basis and confined to particular localities as is the case for the Dennery North Constituency Council Job and College Expo and the Micoud North Job and Career Readiness Fair⁵². There are two exceptions to this, namely, the huge annual Job Fair Expo hosted by private business consultancy firm, AdVize Consulting⁵³, and the Department of Education's annual Career and College Fair⁵⁴. In particular, the former is a two-day event featuring career talks, CV clinics, mock interviews, live job interviews, an

⁴⁹ Government of Saint Lucia Jobs. <http://www.govt.lc/jobs>.

⁵⁰ "SRDF Hosts Career Readiness Workshop", Saint Lucia News, 10 April 2017. <https://www.stlucianewsonline.com/srdf-hosts-career-readiness-workshop/>.

⁵¹ "CHTI hosts first ever Hospitality Career Prep. Workshop", Saint Lucia News, 27 March 2017. <https://www.stlucianewsonline.com/cti-hosts-first-ever-hospitality-career-prep-workshop/>.

⁵² "Micoud North Gears Up for Huge Job and Career Fair", Saint Lucia Times, 9 July 2019. <https://stluciatimes.com/micoud-north-gears-up-for-huge-job-career-fair/>.

⁵³ "The Job Fair Expo is Back for a Third Year", The Voice, 13 June 2019. <https://thevoiceslu.com/2019/06/the-job-fair-expo-is-back-for-a-third-year/>.

⁵⁴ "Career and College Fair 2018", Saint Lucia News, 29 October 2018. <https://www.stlucianewsonline.com/career-and-college-fair-2018/>.

entrepreneurship showcase with mentoring opportunities, and a career shadowing programme to match participants with a professional in non-traditional fields. Transportation is also provided for out of district schools and councils to facilitate greater access.

INTERVENTIONS AIMED AT PROVIDING JOB OPPORTUNITIES FOR YOUTH

Public works and public employment schemes

Programme	Details
Roadside Caretaker Programme (formerly the Short-Term Employment Programme (STEP))	<p>Operated by: GoSL Elements of the programme:</p> <ul style="list-style-type: none"> This programme seeks to provide temporary employment to the unemployed in the form of road beautification works and other related activities. It has been scaled down dramatically under the current administration and no longer features as chief among the government’s initiatives to reduce unemployment, generally. <p>Target group: All job seekers, not specific to youth</p> <p>Source of Funding: Government of Saint Lucia</p> <p>Number of beneficiaries: Although the exact number of persons employed under this scheme is unknown, youth are generally not among them⁵⁵</p>
Seasonal Agricultural Workers Programme (SAWP) - Canada⁵⁶	<p>Operated by: Department of Labour, GoSL and the Eastern Caribbean Liaison Services (OECS)</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> The SAWP was established in 1966 and was designed to address short-term labour shortages in the Canadian market by providing manual labour from the Caribbean to work on farms Agricultural areas of work include vegetables, fruits, green houses, flowers, tobacco, inclusive of nurseries, stables, poultry, swine, sheep, mink, dairy, bovine, apiary products <p>Target group: Able-bodied workers aged 18+; not exclusive to youth</p> <p>Period of engagement: May vary according to the type of work, and can be for periods of three (3), four (4) five (5), six (6) and eight (8) months, and for periods of one (1) to two (2) years.</p> <p>Number of beneficiaries: Usually around 300 workers per cycle⁵⁷</p>

Subsidies to employers for hiring young people

There were no interventions identified in this area.

⁵⁵ This is according to the Director of Youth who indicated that, if any, there are likely to be no more than one or two youth employed by the STEP programme at any given time.

⁵⁶ “Employment in Canada-Caribbean Seasonal Agricultural Workers Programme”, St. Lucia News Online, 24 October 2018. <https://www.stlucianewsonline.com/employment-in-canada-caribbean-seasonal-agricultural-workers-programme/>.

⁵⁷ “Absconding Local Workers in Canadian Farm Programme A Cause For Concern”, St. Lucia Times, 25 January 2019. <https://stluciatimes.com/absconding-local-workers-in-canadian-farm-programme-a-cause-for-concern/>.

INTERVENTIONS AIMED AT SUPPORTING YOUTH ENTREPRENEURSHIP

Entrepreneurship training within the general education system

Programme	Details
Business subjects in secondary school (Caribbean Secondary Education Certificate Subject Exams)	<p>Operated by: Ministry of Education, Innovation, Gender Relations and Sustainable Development and the Caribbean Examinations Council (CXC)</p> <p>Elements of programme:</p> <p>There is no youth entrepreneurship training programme within the secondary school system. However, the curriculum offers Business subjects: Office Administration, Electronic Document Preparation and Management, Economics, Principles of Business (POB) and Principles of Accounts (POA).</p> <p>These subjects are not compulsory with students generally choosing their preferred 5 to 8 subjects to attempt for the CSEC examinations.</p> <p>Students sit the relevant exams at the end of their two-year course of study</p> <p>Target group: Students in upper secondary school (CSEC prep grades)</p> <p>Age range: 14-17</p> <p>Period of engagement: 2 years</p> <p>Programme availability: rural and urban</p> <p>Number of beneficiaries: For the year 2015-2016, 423 students sat the Electronic Document Preparation and Management exam (98 per cent pass rate in 2018), 135 students attempted the Economics exam (83 per cent pass rate in 2018), 481 attempted Office Administration (92 per cent pass rate in 2018), 401 attempted POA (80 per cent pass rate in 2018), and 961 attempted the POB exam (94 per cent pass rate in 2018)⁵⁸.</p>

Entrepreneurship training and business support services by government or private organizations outside the general education system

Programme	Details
Junior Achievement (JA) of Saint Lucia⁵⁹	<p>Operated by: Saint Lucia Chamber of Commerce, Industry and Agriculture</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • The JA has been operating in Saint Lucia for 23 years with 40 company partners and operations in 60 schools in the country⁶⁰ • The centrepiece of the JA offering in Saint Lucia is the JA Company Programme; an after-school programme which teaches senior high school students entrepreneurship, financial literacy, and how to transition to the workplace. Student projects involve the

⁵⁸ Data on the number of students sitting the respective exams was taken from OECS (2016). *Organisation of Eastern Caribbean States Education Statistical Digest 2016*, while more updated data on the pass rates for these exams was available and taken from Government of Saint Lucia (2019). *Education Statistical Digest, 2018*. Unfortunately, the latter document did not contain data on the number of students sitting exams.

⁵⁹ Information on the Junior Achievement programme in Saint Lucia was supplied by the programme's Executive Director as part of the data collection exercise for this report.

⁶⁰ "Junior Achievement Saint Lucia Alumni Join in Worldwide Celebration", Saint Lucia News, 24 September 2019. <https://www.stlucianewsonline.com/junior-achievement-saint-lucia-alumni-join-in-worldwide-celebration/>.

	<p>development of student-run businesses as part of the learning process.</p> <ul style="list-style-type: none"> • JA also conducts a co-curricular Economics for Success programme for students in Grades 8 to 9 of secondary school teaching students about personal finance among other matters. • In addition to these programmes, JASL hosts activities such as an annual Innovation Camp in collaboration with Scotia Bank, now in its third year, and one-day workshops on subjects such as record keeping and business plan development. • JA is also active at the primary school level in all grades with 5 session programmes that introduce ideas of wealth management, job creation, and contributing to communities. These run in 45-50 out of a total of 75 primary schools in Saint Lucia • It should also be noted that efforts are made to involve at-risk youth and those who have dropped out of school by inviting youth-at-risk centres to participate in the various activities and programmes • Additionally, JA runs an agripreneurship programme to encourage youth to enter careers in agriculture. As with the company programme, this includes mentorship for the duration of the project in which students are engaged. • All JA programmes are free to students and schools and rely on volunteer support to function. <p>Target group: High school and primary school students</p> <p>Source of Funding: Various donors, mainly corporate sponsors</p> <p>Period of Engagement: Varies according to the programme. The JA Company Programme is executed over 12 meetings over 4 months, and the Christian Husbands Agripreneurship Project runs over 18 months, while the Economics for Success Programme takes 5 sessions which may be spaced out as deemed fit by the respective schools. The innovation camp and workshops are one-day activities.</p> <p>Programme availability: Both urban and rural</p> <p>Rationale: Aims to promote economic literacy and an understanding of business by providing insight into the values, responsibilities and general operations of the private enterprise system.</p> <p>Number of beneficiaries: Taken together, JA programmes engaged 3,000 students in 2018-19</p>
<p>Saint Lucia Youth Business Trust (SLYBT)⁶¹</p>	<p>Operated by: Saint Lucia Chamber of Commerce, Industry and Agriculture</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • Provides start-up capital (loans/grants subject to funding availability), and free business mentoring, networking, advisory and marketing support services to young entrepreneurs

⁶¹ Information on the Saint Lucia Youth Business Trust was supplied by the programme's Executive Director as part of the data collection exercise for this report.

- Two to three large training workshops on different business-related topics are hosted monthly while customised one-on-one training and mentorship is also available
- The main criteria for accessing business support services are a good business idea or an existing business. Loan/grant access has more stringent criteria including personal references, completed business plans with projected cash flows, income statements and balance sheets for new or non-existent businesses, plus actual statements for businesses existing more than three years, lease agreements for rentals where applicable, and quotations for any purchases to be made with the loan.
- In 2019, the SLYBT partnered with the CDB as part of the latter's "Strengthening the Entrepreneurial Spirit of Youth in the Caribbean" project in its five borrowing-member countries. This project extends the existing work of the SLYBT including face-to-face training to be held at the Youth Business Trust as well as community-based training to be carried out in select underserved communities. It also includes an e-learning platform and business after care services with participants being paired with mentors for a period of 6 months after the initial phase of the project⁶².
- The trust also hosts Global Entrepreneurship Week and trains startups to participate in the Get in the Ring Competition which involves company pitching with the competition winner being sent, all expenses paid, to the Global Meet Up of the Get in the Ring Competition which takes place annually in Europe.

Target group: Existing young entrepreneurs, aspiring young entrepreneurs, and youth who are trying to figure out their future plans

Age range: 18-35

Period of engagement: Training workshops are usually one-off events for a few hours. One-on-one training and mentorship goes on for a couple months and after the business has been set up. The CDB project - Initial phase of training – 65 contact hours for in-house training and 48 contact hours for community-based training. Followed by 12-18 months of mentorship/ aftercare as deemed necessary.

Source of Funding: Various donors, generally corporate sponsors. The CDB and the IADB are co-funders of the Strengthening the Entrepreneurial Spirit of Youth in the Caribbean project.

Rationale: Foster youth entrepreneurship and entrepreneurship, more generally, in Saint Lucia.

Number of beneficiaries: SLYBT serves an average of 500 young clients annually via its training programmes; around 30-35 benefit from the one-on-one customised training and mentoring, while only around 3 persons per year benefit from access to finance due to funding challenges. CDB project – Initial phase will provide support to 20 applicants in Saint Lucia via in-house training and 15 young entrepreneurs via community-based training.

⁶² "CDB supporting efforts to reduce youth unemployment through entrepreneurship" Caribbean Development Bank, 30 April 2019. <https://www.caribank.org/newsroom/news-and-events/cdb-supporting-efforts-reduce-youth-unemployment-through-entrepreneurship>.

<p>Small Business Development Centre (SBDC)⁶³</p>	<p>Operated by: Ministry of Commerce, International Trade, Investment, Enterprise Development and Consumer Affairs</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • SBDC Saint Lucia offers training and consultancy services to small business owners and entrepreneurs, including assistance with business plan development as a pre-requisite to accessing finance at formal financial institutions. Also hosts Saint Lucia Business Month. <p>Target group: All legal micro and small existing and potential businesses; not exclusive to youth</p> <p>Age range: not specified</p> <p>Source of Funding: GoSL</p> <p>Programme availability: Primarily urban</p> <p>Rationale: To help businesses become globally competitive by providing long term consulting, training, financing and market research solutions that create real economic impact.</p>
<p>Business Accelerator and Incubator Programme⁶⁴</p>	<p>Operated by: Invest Saint Lucia</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • Expected to be launched in Q1 of 2020⁶⁵ • The Business Accelerator and Incubator programme is set to provide business support services to businesses in Saint Lucia • Providing capital or access to finance is not amongst the programme’s objectives. Rather, the incubator will aim to improve business’ readiness to access finance and improve the channels for doing so. <p>Target group: Start-ups and existing small businesses (not exclusive to youth)</p> <p>Source of Funding: Invest Saint Lucia</p> <p>Rationale: To produce successful firms and help strengthen the entrepreneurship ecosystem in Saint Lucia with the end goal of fostering wealth creation and economic growth in the country.</p>
<p>Entrepreneurship Readiness Programme⁶⁶</p>	<p>Operated by: SLUDTERA</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • Business training programme executed primarily via an online medium to help businesses develop. Face-to-face and blended learning options also available. • Participants may also be matched with mentors in their respective fields

⁶³ Small Business Development Centre.

<http://commerce.gov.lc/departments/view/1?fbclid=IwAR3zB57cPWLTVgAzi7ISeAlcwA9UK0o3vYKdqXBYIlqRZsIpPZRuaNIe3eo>

⁶⁴ “Saint Lucia Business Incubator and Accelerator Program Logo and Name Contest”, Invest Saint Lucia, 13 September 2019. <https://www.investstlucia.com/news/Saint-lucia-business-incubator-accelerator-program-logo-name-contest>.

⁶⁵ “Invest Saint Lucia Conducts Training on Its Business Incubator and Accelerator Model for Saint Lucia”, Invest Saint Lucia, 17 October 2019. <https://www.investstlucia.com/news/invest-saint-lucia-conducts-training-on-its-business-incubator-and-accelerator-model-for-saint-lucia>.

⁶⁶ “The Entrepreneurship Readiness Programme”, SLUDTERA. <https://sludtera.wordpress.com/the-entrepreneurship-readiness-program-erp/>.

	<ul style="list-style-type: none"> • Some courses are free, others must be paid for • To access the programme, applicants must take an online Entrepreneurship Readiness Assessment test to gauge suitability for entrepreneurship and those with high scores are eligible to apply to be a part of the programme. • There is a separate stream under this programme for youth under 18 years old who are interested in accessing business training. The Entrepreneurship Readiness Assessment is not part of the application process for this group. <p>Target group: Aspiring entrepreneurs, infant start-ups (less than 5 years old), female entrepreneurs, unemployed persons</p> <p>Age range: 13+</p> <p>Source of Funding: SLUDTERA/ self</p> <p>Rationale: To help entrepreneurs take their projects, ideas, and social ventures to the next level.</p>
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Special access to financial services for young entrepreneurs (capital, insurance and banking) provided by government or private organizations

Programme	Details
Saint Lucia Youth Business Trust (SLYBT)	Discussed in the previous subsection
Youth Enterprises Equity Fund (YEEF)⁶⁷	<p>Operated by: Saint Lucia Development Bank (SLDB)</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • This is an investment fund where youth-run businesses can access up to XCD \$50,000 in investments – this is not a loan. • The programme had been somewhat dormant in recent years⁶⁸ and was relaunched in <u>April 2019</u>. • Investment fund through which up to \$50,000 is invested into projects run by youth (relaunched in April 2019) - it is not loan facility. Targets youth with an innovative business idea, in need of financing, but have no collateral to secure this. • Eligibility requirements: applicant firms must be duly incorporated, registered, and licensed business entities; must have undergone a recognized technical accredited training programme approved by the SLDB; must have completed the business management training programme offered by an approved institution; Projects must be innovative and must create employment for at least 3 persons; Promoter should submit a workable business plan with all relevant details to assess the technical, economic and financial viability of the enterprise; The promoter (s) must be willing to present their proposal to the Bank's internal project review committee for preliminary review.

⁶⁷ Youth Enterprises Equity Fund. Saint Lucia Development Bank. <https://sldb.lc/yeef/>.

⁶⁸ In 2016, there was only one investment approved (valued at XCD \$50,000) and two investment disbursements of XCD \$50,000 each. Saint Lucia Development Bank (2017). *Annual Report 2017: Banking on Development, Banking on You*, p. 28.

	<ul style="list-style-type: none"> Youth businesses are not required to hold collateral to access investment funds <p>Target group: Youth-owned and managed businesses</p> <p>Age range: 18-35</p> <p>Period of engagement: the investment period is expected to be for a maximum of 7 years</p> <p>Source of Funding: SLDB</p> <p>Rationale: Help youth businesses access finance with lower requirements than those of other financial institutions</p>
<p>James Belgrave Microenterprise Development Fund (BELFUND)⁶⁹</p>	<p>Operated by: Ministry of Commerce, International Trade, Investment, Enterprise Development and Consumer Affairs</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> BELFUND provides loans to eligible applicants with more flexible requirements relative to formal financial institutions. Specifically, there is no requirement for a deposit or collateral. In lieu of this, applicants must provide a bill of sale and 3 guarantors who must be permanently employed for three years or more and/or self-employed for 5 years. Repayment periods are determined on an individual basis but usually range from 1-6 years Loan sizes range from XCD \$500 to XCD \$30,000 but BELFUND reserves the right to refuse the maximum amount in the first instance. Eligibility criteria: <ul style="list-style-type: none"> Applicant must have a commercially viable project The business must be the primary source of income and employment for the applicant Applicant must be willing to supply Belfund with information relevant to the project for the duration of the loan including invoices and estimates for items or services to be purchased, rental/lease agreements, and statutory approvals eg. Food badges. Applicant must agree to be trained in enterprise development (compulsory 4 to 5-day microenterprise training programme) and receive technical assistance from the Belfund for the first 6 months of the loan. Applicant must make a tangible investment into the project. Either in cash or in kind The business should create job opportunities. Individuals not accessing finance may also engage in BELFUND's training programme at a cost <p>Target group: Both male and female low-income unemployed individuals (not exclusive to youth) interested in starting businesses or existing businesses</p> <p>Age range: 18+</p> <p>Period of Engagement: Ranges from 1-6 years</p>

⁶⁹ BELFUND Saint Lucia. www.belfundstlucia.com and <https://www.facebook.com/belfundstlucia/>

	<p>Source of Funding: GoSL</p> <p>Programme availability: Both rural and urban</p> <p>Rationale: To promote sustainable development through self-help micro enterprise projects for individuals, families and groups among the less privileged sectors, through the provision of low-cost loans, enterprise training, technical assistance and other support services. The fund aims to be a means of active social relief whereby beneficiaries lift themselves out of poverty.</p> <p>Number of beneficiaries: Although BELFUND does not exclusively target youth, 50 per cent of its beneficiaries are aged 18-35. Between its launch in 2000 and 2018, over nine hundred and forty (940) loans were disbursed at a total value of approximately \$16.7 million. This gives an average of just over 50 loans disbursed per year at a value of just under XCD \$1 million per year.</p>
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Special market shares for youth for government contracts or similar other

No interventions were identified in this area.

INTERVENTIONS AIMED AT FACILITATING THE (RE)INTEGRATION OF YOUTH FROM VULNERABLE BACKGROUNDS

Psychological and career counselling and training services for: juveniles, first offenders, youth emancipating from crime and youth from problematic backgrounds

Programme	Details
<p>Saint Lucia Boys' Training Centre (BTC)⁷⁰</p>	<p>Operated by: Ministry of Equity, Social Justice, Empowerment, Youth Development, Sports and Local Government</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • This is the only juvenile rehabilitation residential facility for boys on the island. • Remedial and life skills education are provided, in addition to vocational training in the areas of agriculture, woodwork, auto mechanics, and welding. The first CVQ qualification was awarded in 2019 in welding and the Caribbean Vocational Curricula is followed. • Approximately 50 per cent of the wards of BTC continue as enrolled students in the formal school system throughout their placement time at the institution. However, for various reasons, the other 50 per cent remain at the institution during the normal course of each day where they participate in the programs described above. • Professional Counselling Services in the form of individual case management as well as group counselling is provided in-house for all wards of the institution. Treatments for mental health issues such as medications are administered when required. Counselling staff are also regularly trained in different forms of counselling therapy. Referrals to a child psychologist at the Saint Lucia National Mental

⁷⁰ This information was largely compiled from the Boys' Training Centre's Facebook page and was then verified and supplemented by information provided by the centre's manager during an interview conducted as part of the data collection for this study. <https://www.facebook.com/Saint-Lucia-Boys-Training-Centre-1872660799627030/>

	<p>Wellness Centre are done when deemed necessary. Note: There is no psychologist on staff.</p> <ul style="list-style-type: none"> • Job placements are generally secured for all boys of working age who leave the facility. Boys who are working toward a CVQ qualification, for eg. In agriculture, benefit from apprenticeships as part of their training. • There are other ad-hoc employment interventions for the boys, the extent of which is usually determined by the age of the current cohort. If there is a significant number of working age boys, the centre attempts to set up more career preparedness activities. Volunteer organizations also come in on an ad-hoc basis to do things like CV and interview preparation etc. A maximum of two seminars per year with the SBDC also takes place. • An After-care program that seeks to provide follow-up support to wards for a two-year period after they leave BTC also exists. This may involve psychosocial support, provision of education supplies and groceries. • Sports, recreational and music activities are also present. • Attempts are made to engage parents via parent conferencing on a monthly basis but most boys do not have parental support. <p>Target group: Young boys in conflict with the law and those in need of care and protection (These include boys who have not committed any crime but who have been truant at their schools or are disruptive in the home or school environment, or children who do not have parents/guardians with the ability to meet their needs)</p> <p>Age range: 10 to 18 (Wards formerly were not newly admitted if they have attained 16 years of age but this law has changed as of 2019 so 16 and 17 year olds also enter the facility.)</p> <p>Source of Funding: The GoSL is responsible for the BTC’s recurrent expenditure, however, the facility does benefit from donor funding for specific projects. For example, the USAID Juvenile Justice Reform Programme provided equipment for vocational skills training in welding and other fields, and funded the setting up of the centre’s aquaponics programme.</p> <p>Period of Engagement: Initial period is 6 months with a maximum of 2 years. Most boys stay around 1 year. There are occasional cases of boys staying beyond 2 years.</p> <p>Rationale: To provide a safe and secure environment for juvenile wards of the State and to guide them towards rehabilitation and successful reintegration into their respective households and communities.</p> <p>Number of beneficiaries: Currently, there are 18 boys at the facility but this number fluctuates, usually being around 40-45. The centre has a capacity for 50 boys.</p>
<p>Upton Gardens Girls Centre⁷¹</p>	<p>Operated by: Upton Gardens Girls Centre</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • There is no residential facility in Saint Lucia that specifically responds to the need of young girls who come into conflict with the law.

⁷¹ Upton Gardens Girls Centre. <https://www.facebook.com/uptongardensgirlscentre/>.

	<ul style="list-style-type: none"> • The Upton Gardens Centre is a Non-Governmental Organization with the mandate to provide therapeutic interventions to girls at risk who exhibit behavioral problems. The centre is not, however, a residential facility. It instead conducts full-time day programmes. • Anyone can refer the girls to the centre - parents, relatives, teachers, social workers, health workers and the Courts • There is no charge for participation • The Rehabilitation Programme includes: Individual Counselling, Group Therapy, Family/Parenting Support and Counselling, Life and Social Skills training, Character Education & Empowerment Training, Remedial English and Mathematics, Computer Literacy Skills, Career Guidance, Creative Arts & Crafts/Sewing, Agriculture, Food & Nutrition, Independent Living and Hospitality Skills, Physical Education & Sports, Community Outreach, and After Care Support. • The approach is focused on being positive and nurturing as opposed to punitive <p>Target group: Young girls at-risk</p> <p>Age range: 12-16</p> <p>Period of engagement: 6 months – 2 years</p> <p>Source of Funding: Mainly the GoSL with some corporate donor support⁷²</p> <p>Rationale: To provide a quality day care rehabilitation service in a conducive environment to abused, disadvantaged and neglected young girls through high community involvement, timely and appropriate interventions and effective case management.</p> <p>Number of beneficiaries: Maximum capacity of 25 persons⁷³</p>
<p>Bordelais Correctional Facility</p>	<p>Operated by: Ministry of Home Affairs, Justice and National Security</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • This is the only prison in Saint Lucia housing both male and female inmates in separate quarters. Females account for only a very small percentage of inmates (2 per cent or 11 out of 496 in 2017)⁷⁴ • Rehabilitation programme includes vocational training in farming, carpentry and masonry leading to CVQ qualifications⁷⁵. <p>Target group: Adult prisoners</p> <p>Age range: not specified</p> <p>Source of Funding: GoSL</p>
<p>Youth Empowerment for Life Project (YEP)⁷⁶⁷⁷</p>	<p>Operated by: Ministry of Equity, Social Justice, Local Government and Empowerment</p> <p>Elements of the programme:</p>

⁷² USAID (2011). *Caribbean Basin Security Initiative Juvenile Justice Assessment*, p. 27.

⁷³ Ibid.

⁷⁴ "Bordelais Correctional Facility Overcrowded by 75 Inmates", Saint Lucia News, 12 June 2017. <https://www.stlucianewsonline.com/bordelais-correctional-facility-overcrowded-by-75-inmates/>.

⁷⁵ "Not so new Bordelais head determined to return prison back to 'a decent standard'", Saint Lucia Star, 12 October 2019. <https://stluciarstar.com/not-so-new-bordelais-head-determined-to-return-prison-back-to-a-decent-standard/>.

⁷⁶ "Government secures funds to help youth at risk", Saint Lucia Times, 13 September 2017. <https://stluciatimes.com/government-secures-funds-to-help-youth-at-risk/>.

⁷⁷ Saint Lucia Youth Empowerment Pilot Project. <https://www.facebook.com/yeppslu/>

	<ul style="list-style-type: none"> • This project was launched in 2019 after funding was secured from the CDB. It is currently in the early set-up stages. • Listed among the several components of the project including Youth Court Diversion and Community Policing, are "Employability Enhancement Initiatives" including business mentoring and life coaching for at-risk youth under the subcomponent of Integrated Community-Based Transformation Programmes. • An unrelated project of the same name was previously executed by the GoSL independently with vocational training and job placements for at-risk youth via the NSDC. This project ran through five cycles, concluding in 2017. <p>Target group: Young men, vulnerable groups including children, at-risk youth and women in the target communities of Wilton's Yard, New Village, Conway, and Barnard Hill</p> <p>Programme availability: Primarily urban</p> <p>Source of Funding: CDB Loan</p> <p>Rationale: To mitigate risk factors that trigger criminal and anti-social behaviours at the individual, family, community and societal levels, with special emphasis on young men and vulnerable groups especially children, at-risk youth and women.</p>
<p>Youth Empowerment Services (YES)⁷⁸⁷⁹</p>	<p>Operated by: USAID</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • This project was launched in 2016 and comprises three interrelated programmes – the CARISECURE programme which seeks to strengthen evidence-based decision making; the Community, Family and Youth Resilience (CFYR) Initiative which creates alternative paths away from crime for youth, and the Juvenile Justice Reform Project II which focuses on modernising youth justice systems including alternative justice, rehabilitation and reintegration. • Youth enter sub-programmes of the CFYR based on their assessed level of risk. • Among these sub-programmes is the Basic Life and Employability Skills programme which focuses on developing the soft skills youth need to secure employment including communication, making them more ready for the workplace⁸⁰. • This project comes to an end in 2019. <p>Target group: At-risk youth in 15 communities in Saint Lucia, Saint Kitts and Guyana.</p> <p>Age range: Varies by sub-programme. The CFYR targets youth aged 10-29 while the Juvenile Justice Reform Programme (JJRP) II targets youth under 18.</p> <p>Source of Funding: USAID</p>
<p>Skills for Youth Employment</p>	<p>Operated by: National Enrichment and Learning Unit (NELU), Ministry of Education, Innovation, Gender Relations and Sustainable Development</p> <p>Elements of the programme:</p>

⁷⁸ "US \$64 Million Youth Project Launched in Saint Lucia", USAID, 9 December 2016. <https://2012-2017.usaid.gov/eastern-and-southern-caribbean/news-information/press-releases/us-64-million-youth-project-launched>.

⁷⁹ USAID Eastern and Southern Caribbean, Youth/Citizen Security. <https://www.usaid.gov/barbados/citizen-security>.

⁸⁰ USAID/CFYR Basic Life & Employability Skills (BLES) Program. <https://www.youtube.com/watch?v=6hZQKM8d2Kg>.

<p>Project (SkYE)⁸¹</p>	<ul style="list-style-type: none"> • This is a new Department for International Development (DFID)-funded 4-year project which commenced in September 2019. • It focuses on TVET Skills training with certificates being awarded at Caribbean Vocational Qualification (CVQ) level and offered in districts throughout the island. • Training will be executed by the NSDC and will commence in 2020. • As per NSDC practice with CVQ training, 1-month internships will be included.⁸² <p>Target group: Disadvantaged young men and women including those with disabilities. Of the total cohort to be trained, more than 35 per cent of trainees will be male, more than 35 per cent female, and 12 per cent will be young people with disabilities.</p> <p>Age range: 15-30</p> <p>Source of Funding: UK DFID</p> <p>Number of beneficiaries: Aims to train 1150 young people over a three-year period: 350 in year one, 400 in year two and 400 in year three. The NSDC's first cohort will be 100.</p>
<p>Centre for Adolescent Renewal and Education ((CARE)</p>	<p>Operated by: Centre for Adolescent Renewal and Education</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • Provides a holistic second-chance education programme including technical and vocational skills training • The Programme is implemented in two phases; In Phase 1 the students participate in a one-year Adolescent Development Programme which provides opportunities for growth spiritually, physically, intellectually, culturally, emotionally and socially; In Phase 2 they are given the opportunity to spend at least one year of training in an income-generating skill of their choice⁸³. <p>Target group: Disadvantaged and marginalised youth primary and secondary school dropouts and those who do not perform well enough at the secondary school-leaving examinations</p> <p>Age range:</p> <p>Source of Funding:</p> <p>Period of engagement: at least 2 years</p> <p>Rationale: The programme aims to foster positive attitudes in young people towards themselves, others, work, and work-related situation thus empowering them for a more wholesome, independent living. The programme also aims to train young people to manage their own holistic development and their developing sexuality, both physical and emotional as they prepare to make their reproductive and parenthood decisions.⁸⁴</p> <p>Number of beneficiaries: In 2019, the programme benefitted 174 youth a year with 21 per cent of young girls. The declared goal of the project is to expand the presence of young girls up to 35 per cent.</p>

⁸¹ "SkYE Project Accepting Applications", Government of Saint Lucia, 18 September 2019. <http://www.govt.lc/news/skye-project-accepting-applications>.

⁸² Information related to the National Skills Development Centre was provided by the NSDC Training Manager for this report.

⁸³ Ministry of Education, Saint Lucia (2014). *Education for All 2015 National Review Report: Saint Lucia*, p. 60-61. <https://unesdoc.unesco.org/ark:/48223/pf0000230028>

⁸⁴ Centre for Adolescent Renewal and Education. <https://www.facebook.com/Centre-For-Adolescent-Renewal-Education-CARE-121361101251756/>.

INTERVENTIONS AIMED AT FACILITATING INTRA-CARIBBEAN MIGRATION THROUGH THE ISSUE OF THE CARIBBEAN VOCATIONAL QUALIFICATION (CVQ)

National availability of CVQ

Programme	Details
Caribbean Vocational Qualification (CVQ)⁸⁵	<p>Operated by: St.Lucia Council for Technical and Vocational Education/ TVET Unit of the Ministry of Education, Innovation, Gender Relations and Sustainable Development, various training providers</p> <p>Elements of the programme:</p> <ul style="list-style-type: none"> • CVQ certification is available in a wide range of occupational areas in Saint Lucia including construction and related areas, agriculture and related areas, hospitality and related business services, ICT and related areas, allied health, education, automotive, public services, and creative industries. • Certification is generally available up to level 2 but is available at levels 3 and 4 in select areas such as aquaculture grow out operations and sustainable sea moss production under agriculture, as well as massage therapy (the only area available at level 4), early childhood development, steelpan-related skills, and geriatric care. • It should be noted that although not officially a job attachment, training in some CVQ areas include a practicum for completion which can be deemed on-the-job training/ work experience. At institutions such as the NSDC, all CVQ training includes an internship component, as discussed previously. • At the secondary school level, only 9 out of 22 secondary schools offer CVQ certification despite a high rate of uptake for TVET subjects at this level⁸⁶. <p>Target group: Persons seeking to be trained and certified in technical and vocational education.</p>

National availability of PLAR

Programme	Details
Caribbean Vocational Qualification(CVQ) – Prior Learning and Assessment Recognition (PLAR)⁸⁷	<p>Operated by: St.Lucia Council for Technical and Vocational Education/ TVET Unit of the Ministry of Education, Innovation, Gender Relations and Sustainable Development</p> <p>Elements of the programme:</p> <p>PLAR is available and in operation in Saint Lucia.</p>

⁸⁵ Saint Lucia Council for Technical and Vocational Education and Training (SLCTVET). <https://www.facebook.com/Saint-Lucia-Council-for-Technical-Vocational-Education-Training-Slctvet-530063694168315/>. This information was corroborated via an interview conducted with officials of the council for this report.

⁸⁶ World Bank (2019). *The Saint Lucia Human Capital Resilience Project (P170455) Project Information Document*, Report No: PIDC26759, p.4. <http://documents.worldbank.org/curated/en/742041563219270214/Concept-Project-Information-Documents-PID-St-Lucia-Human-Capital-Resilience-Project-P170445>.

⁸⁷ "What is Assessment of Prior Learning (APL)?", The Voice Saint Lucia, 16 May 2017. <https://thevoiceslu.com/2017/05/assessment-prior-learning-apl/>. Corroborated by interview with officials of the SLCTVET.

MAPPING ANALYSIS

GENERAL FINDINGS

There are three main observations that can be consistently made across all types of youth employment and general employment interventions in Saint Lucia. Firstly, efforts to tackle youth employment issues suffer from disjointedness and the lack of a centralised body to coordinate and manage them effectively. This often results in the duplication of effort and/or the concentration of effort in some areas or on some target subgroups to the exclusion and detriment of others. For example, despite a plethora of programmes, both donor-funded and government-funded, the subgroup of young at-risk women, and the essential services of job brokering and job search assistance have not yet received the level of attention needed to effectively promote youth employment.

Secondly, most interventions mapped in this study are constrained in terms of capacity, primarily linked to funding constraints. This hinders the ability to reach enough youth to make a dent in the youth unemployment situation Saint Lucia faces. To some extent, this problem can be remedied by addressing the first overarching issue identified, that is, better coordination, so that funds are more effectively and efficiently allocated to maximise desired outcomes. These two findings are consistent with prior mapping evaluations of active labour market policies in Saint Lucia⁸⁸ and were also identified as key problems by informants interviewed for this study⁸⁹.

Finally, it was observed that despite Saint Lucia's main growth sectors and emerging sectors for growth being identified as tourism, construction, manufacturing, "edu-business", alternative energy, and the creative industries⁹⁰, very few, if any, mapped interventions seek to prepare youth for careers in these fields. This suggests a perpetuation of the often-cited misalignment between the skills demanded by employers and the skills supplied in the labour market⁹¹.

SCHOOL TO WORK TRANSITION INTERVENTIONS

Work experience – job attachments, apprenticeships and internships

There are several work experience avenues seeking to facilitate the school-to-work transition for youth in Saint Lucia; the four major programmes being conducted by the government or government-related bodies. What is particularly good about the collection of mapped interventions is that they target youth at different skill levels and from different backgrounds, including rural youth, thereby making work experience opportunities available to all. These include two programmes, namely the NAP and the Youth Service Corps (YSC), which target unattached or NEET youth, specifically. Another positive aspect of these offerings is that most, if not all, include stipends, determined by the participant's existing qualifications in some instances, thereby ensuring that transportation and food needs do not hinder programme access. Opportunities for work experience are likely to be even wider than suggested here since all CVQ

⁸⁸ M. Parra-Torrado (2014). *Youth Unemployment in the Caribbean*, World Bank Caribbean Knowledge Series, Paper No. 88362, p. 16.

⁸⁹ In an interview for this report, the Director of Youth in Saint Lucia described youth employment interventions as often being "haphazard" and "ad hoc" without a coherent strategy, preventing youth unemployment from being effectively tackled.

⁹⁰ Inter-American Development Bank (2014). *Private Sector Assessment Report of Saint Lucia*. Bridgetown, Barbados, p. 4.

⁹¹ "The system appears to be producing people with lower level skills, meaning that there is a mismatch between the skills demanded and those supplied in both "hard" (technical) areas and "soft" areas", *Ibid.*, p. 19.

training generally includes a practicum component for completion. Therefore, youth who pursue such qualifications at institutions other than the NSDC mapped in this study, for example, via the National Enrichment and Learning Programme (NELP) or at secondary schools, will benefit from having gained work experience. The reach and availability of CVQ certification, however, is a matter for discussion and will be covered later on in this report.

Despite this host of programmes, interventions of this nature in Saint Lucia are largely constrained by limited funding which in turn limits intake and capacity. The NAP, Summer Employment Programme, and the YSC all serve less than 200 youth per cycle/year while NSDC programmes are offered conditional on donor funding, with the size being similarly determined. Other internship programmes mapped are generally very small, serving no more than a maximum of 40 youth; some having an intake as small as two. Taken together, therefore, these programmes serve just around 14 per cent of unemployed youth, and less than 4 per cent of all youth, in general⁹². Considering that most of these programmes target youth defined by a wider age bracket than the 15-24 age range used in this study, often as wide as up to 35 years old, the shortfall in reach is likely to be even greater.

There are also some programme-specific concerns. Specifically, placements via the Summer Employment programme have been identified⁹³ as often being misaligned with participants' fields of study with placements being determined largely on the basis of availability rather than skill needs. There have also been cases under this programme of youth complaining of being underutilised given their skills, instead being tasked with activities such as filing or other administrative work.

Another challenge arises with the YSC whereby the supply of free labour by the government may inadvertently cause a labour market distortion as employers opt for YSC volunteers over hiring other qualified youth seeking employment. It is unclear whether any checks and balances currently exist to mitigate against such occurrences. The fact that this programme is in its infancy means that this effect remains a possibility rather than an actual observation or outcome, but nevertheless one that should be anticipated.

Finally, given that the SALCC is the largest and main tertiary education provider in Saint Lucia⁹⁴, the near absence of apprenticeship or internship opportunities as part of the programmes offered is a cause for concern and should be re-evaluated.

Job brokering and job search assistance

Job brokering and job search assistance is one area in which there is considerable room for improvement in Saint Lucia. At present, there is no government-provided service offering job brokering or work-preparedness activities for youth or the unemployed, more broadly. Further, the private channels which do exist are limited, functioning mainly as job search platforms, as in the case of Caribbean Jobs and Hired Caribbean, or being confined to particular sectors as in the case of Mampa Employment Agency which recruits primarily for the cruise ship industry. Of

⁹² This figure is a rough estimate based on a generous estimate of 1,000 youth (aged 15-24) being served collectively by the work experience programmes mapped in this study relative to the 7,238 unemployed youth (15-24) in 2018 and the 28,298 youth (15-24) in the country overall, according to the data from the Saint Lucia Central Statistical Office.

⁹³ This was indicated by one of the expert informants interviewed for this study.

⁹⁴ There were 2,168 students enrolled in 2017/18. Government of Saint Lucia, *Department of Education Statistical Digest 2018*.

course, private agencies also come with the additional cost to access services, further deterring youth access.

While there are numerous career expos and some sizeable career preparedness workshops available to youth on the island including some mentoring and shadowing opportunities, these are generally one-off or ad hoc events, leaving youth without a go-to resource or agency for most of the year. It is possible that these types of services and activities may be included as part of other programmes which youth may access, for example, as part of apprenticeship or secondary school programmes, or included in programmes for at-risk youth as will be discussed later, but these remain on an ad-hoc basis and are likely to be ineffective in equally targeting different youth subgroups. For example, youth at more prestigious secondary schools may benefit from in-house organised activities while those out of this environment are excluded, potentially exacerbating inequality of outcomes in the labour market.

Labour rights awareness and sensitization

There were only limited ad-hoc interventions identified in this area, particularly by trade unions in the country. Such endeavours lack systematicity and may be scaled up in order to become an integral part of the teaching curricula.

INTERVENTIONS TO FACILITATE JOB OPPORTUNITIES FOR YOUTH

As in much of the Caribbean, there were no youth-targeted interventions identified in this area; neither in the form of public works and public employment, nor in the form of subsidies to employers. There is a public works programme operational, namely the Roadside Caretaker Programme (formerly the Short-Term Employment Programme (STEP)), however, very few youth, if any at all, are employed via this channel⁹⁵. Similarly, youth may take advantage of the Seasonal Agricultural Workers Programme (SAWP) to work in agriculture in Canada but this remains a limited channel being confined to one particular field and not targeted directly to youth.

ENTREPRENEURSHIP

Entrepreneurship training within the general education system

Given that Saint Lucia follows the education system common to most, if not all, of the English-speaking Caribbean, it is not surprising that the availability of entrepreneurship training in the general education system is as limited as elsewhere in the region.

Data on the uptake for business-related subjects under the CSEC exams, however, is encouraging. Specifically, for POB, around 50 per cent of all students sitting CSEC exams in 2015 attempted the subject⁹⁶; the pass rate being close to 100 per cent⁹⁷, suggesting a fairly high demand for and desire to pursue entrepreneurship. Of course, the curriculum of this subject is not an exact match to that needed for adequate entrepreneurship training, in addition to the fact that 50 per cent of students leaving the CSEC course of study do so without any business knowledge at all.

⁹⁵ According to the Director of Youth in an interview conducted for this report.

⁹⁶ This estimate is calculated by dividing the number of students sitting the Principles of Business exam in 2015, by the number of students attempting any CSEC-subject exam in the same year (2,112 students), and the number of students attempting at least five CSEC subjects (1,840 students), and taking the average of these two figures. Source: OECS (2016). *Organisation of Eastern Caribbean States Education Statistical Digest 2016*.

⁹⁷ The pass rate was 94 per cent in 2018.

There are programmes run at both the primary and secondary school level by the Saint Lucia branch of JA, the NGO which seeks to promote entrepreneurship, as will be discussed in the next sub-section, but these remain in addition to the main curriculum and are conducted based on the demand of schools and students, as opposed to being driven by the government or being built into the curriculum.

Entrepreneurship training and business support services by government or private organizations outside the general education system

Entrepreneurship training and entrepreneurship-related activities outside the general education system is one area of employment interventions in Saint Lucia that is particularly vibrant and promising, including both youth-targeted and general programmes.

At the school level, the Saint Lucia branch of JA has an impressive reach, serving some 3,000 students across the island at both the primary and secondary school level annually via its host of free programmes and events. With a combination of programmes that introduce youth to entrepreneurship and financial literacy via both traditional learning methods and practical hands-on business simulations, these interventions go a long way to plant and nurture the spirit of entrepreneurship among Saint Lucia's youth. This is especially so given the lack of formal entrepreneurship training within the school curriculum. That being said, the effectiveness of these interventions is curtailed by the fact that uptake is dependent on the students and schools themselves. The result is that, very often, students who are already motivated to become entrepreneurs also partake in JA's programmes. This is less the case for the more traditional education programmes where entire grade levels are exposed to teaching sessions on the different business-related topics.

Beyond the school level, there are several avenues for youth interested in entrepreneurship to access support and training. The existence of the SLYBT is particularly positive as a go-to resource and institution exclusively for youth, providing business-related training workshops several times a month which reach some 500 youth annually. Admittedly, the capacity of the trust for one-on-one coaching and business mentoring is somewhat limited at just around 30 to 35 per year. Still, it remains that having the opportunity to benefit from even a consultation or participating in a business training workshop may be the first step needed to propel youth into their own enterprises. According to the SLYBT, an estimated 75 per cent of youth who engage in training with the trust go on to establish businesses⁹⁸.

The presence of the SBDC and the soon to be launched Business Incubator and Accelerator by Invest Saint Lucia are also encouraging as additional avenues for youth to receive guidance and support in becoming entrepreneurs. While the extent to which youth actually do access SBDC services is unknown, as is their future engagement with the Incubator and Accelerator, the fact that these alternative options exist is encouraging. This is similarly the case for the programmes offered by the social enterprise, SLUDTERA, with its Entrepreneurship Readiness Programme, in particular, being offered online, thereby being more accessible to youth. Of course, in this case, the fact that some of the online courses are at a cost may be a countervailing deterrent to youth engagement.

⁹⁸ This estimate was provided by the Executive Manager of the SLYBT. There is no data, however, to gauge business survival or profitability.

It should also be noted that, generally in Saint Lucia, there are a host of activities throughout the year executed by the aforementioned organizations which do not fall explicitly under the category of business training or support but which help foster a spirit of entrepreneurship in the population, including youth. These include the annual Global Entrepreneurship Week hosted by the SLYBT, Business Month hosted by the SBDC, and numerous innovation and business challenges and competitions in which youth may participate.

The vibrancy of the entrepreneurial environment does not appear, however, to have yet translated into a markedly higher incidence of entrepreneurship among youth relative to other age groups. In 2018, only around six per cent of 15 to 24-year olds and 11 per cent of 25 to 34-year olds were classified as either own account workers or employers; proxy measures for entrepreneurs. This is compared to an overall of 26 per cent being such workers in the labour force as a whole⁹⁹. Such figures do not discount the possibility, however, that entrepreneurship among youth has been increasing over time, nor the possibility that young people may be engaged in different degrees of entrepreneurship in addition to or while being employed as salaried employees. This may be the case if youth choose to keep stable jobs while their enterprises are in their infancy before moving full time into entrepreneurship when they are more established and, by default, older.

In terms of design, the main identifiable drawback to these interventions is the lack of coordination and room for duplication among them. Indeed, this was the sentiment expressed by the Saint Lucia's Director of Youth. It appears that youth employment and entrepreneurship might be better promoted by the development of a coherent strategy to manage and target these various programmes more effectively.

Special Access to Financial Services for Young Entrepreneurs (Capital, Insurance and Banking) Provided by Government or Private Organizations

Although access to finance has been cited as a major challenge for entrepreneurs in Saint Lucia¹⁰⁰, there are encouraging signs that, at least in the future, more avenues will be open for youth to access finance for entrepreneurship.

This is primarily as a result of the relaunching of the YEEF under the SLDB in 2019 which seeks to provide investment funding without collateral requirements to young entrepreneurs. While this is ideal in theory, it remains to be seen how this translates in practice in terms of how many youth are able to access finance and how easy it is to do so. Prior to 2019, the fund was largely dormant serving less than three youth per year.

This is similarly the case for the SLYBT. Though offering finance in principle, funding constraints have meant that the trust is only able to provide grants to young entrepreneurs when unpredictable donor funding for this purpose comes in. As a result, the trust usually finances just around three youth per year, as well¹⁰¹.

⁹⁹ Labour force data supplied for 2018 by the Central Statistical Office of Saint Lucia. It should be noted that across age groups, employers form a very small percentage of the labour force relative to own account workers included in this statistic. The trend of a smaller share of youth being employed in this status category relative to older workers, however, still holds.

¹⁰⁰ "According to the World Bank's Enterprise Survey (2010), 35 per cent of businesses interviewed cited access to finance as the biggest obstacle to doing business in Saint Lucia." Inter-American Development Bank (2014). *Private Sector Assessment Report of Saint Lucia*. Bridgetown, Barbados, p. 15.

¹⁰¹ This information was provided by the Executive Manager of the SLYBT during an interview conducted for this report.

The BELFUND has had much more success in reaching and financing young entrepreneurs in Saint Lucia over several years¹⁰², and remains a consistent and accessible finance avenue for young entrepreneurs with low requirements and lenient terms for repayment.

It should be noted as well that with an expansion of business support and training services in Saint Lucia, youth may be better prepared to access finance via traditional financial institutions. Indeed, this is one of the objectives of Invest Saint Lucia's Business Accelerator and Incubator. Still, the uncertainty of the financial avenues mapped here suggests that more can be done to ensure an expansion of access to finance for youth entrepreneurship. The previously discussed data on the status of youth as entrepreneurs strengthens this argument.

Special Market Shares for Youth for Government Contracts or Similar Other

As in the rest of the region, no interventions of this kind were identified in Saint Lucia. This avenue, therefore, remains a potential option for youth entrepreneurship promotion in the country.

REINTEGRATION OF YOUTH FROM VULNERABLE BACKGROUNDS

While there are multiple initiatives and institutions seeking to reintegrate and rehabilitate youth from vulnerable backgrounds in Saint Lucia, there are considerable gaps in these efforts, with regard to both general rehabilitation and promoting employment, more specifically, for these youth.

At the Boys' Training Centre (BTC), the sole residential facility for juvenile offenders and boys in need of care and protection, the rehabilitation programme comprises a host of activities and initiatives including the crucial services of psychological counselling. There are significant limitations, however, for example in providing remedial education since the teachers are not adequately trained to deal with special needs youth. This results in the boys' inability to cope with the literacy and numeracy requirements to achieve formal certification such as CVQs in the different areas of vocational training¹⁰³. This, of course, is likely to also hinder their ability to secure decent employment in the future.

The centre is also faced with the challenge of treating appropriately with the two categories of boys it serves, that is, juvenile offenders and those in need of care and protection, who naturally have different needs and best approaches for rehabilitation. Currently, the BTC lacks the capacity to separate these two groups for educational and recreational purposes, although separate sleeping quarters are available.

Finally, one of the biggest problems identified is that although the centre seeks to secure employment for those of working age who leave and to provide as much aftercare support as allowed by its limited capacity, the fact that the boys re-enter the same problematic communities

¹⁰² 50 per cent of BELFUND's beneficiaries are youth (18-35) with an estimated 50 loans disbursed per year at a total value of around XCD \$1 million.

¹⁰³ According to the BTC's General Manager, currently, the Ministry of Education is not involved with providing remedial education or teachers at the facility but he is seeking to change this. He further indicated that there was some progress on this front earlier in 2019 due to the work of a Peace Corps volunteer trained in this area, however, this person unfortunately had to leave after some time. This is also not a sustainable means of addressing the problem.

and environments from which they come makes it difficult for them to avoid falling back into undesirable activities¹⁰⁴.

Employment-related initiatives are also somewhat limited at the BTC. Although job placements are secured for those of working age who leave, as was just mentioned, and those pursuing CVQ certification benefit from apprenticeships, other employment initiatives are generally on an ad-hoc basis, conditional on the age group of the cohort preparing to leave the BTC or the voluntary initiatives of external NGOs and other organizations. Job preparation is therefore not a consistent prong of the BTC's rehabilitation programme.

For older youth in conflict with the law who end up at the adult Bordelais Correctional Facility, the rehabilitative programme appears to be even more capacity-constrained due to a lack of funding. Initiatives are confined to vocational training leading to CVQs in a select few areas.

Efforts to provide a second-chance education for adolescent male and female school dropouts via the Centre for Adolescent Renewal and Education are encouraging given its objectives and programme design; including the development of positive attitudes as well as skills training. Capacity and uptake, however, appears to be a challenge here with just 145 predominantly male youth participating in 2013.

With regard to young females in need of care and protection or in conflict with the law, there is room for even more improvement. Currently, there is no residential facility for girls on the island to provide a safe-haven from the often dangerous environments in which they may live and the main day centre which performs the required type of rehabilitative work, the Upton Gardens Girls Centre, has an extremely limited capacity of just 25 girls. Further, beyond career guidance, there is little in the way of employment interventions for girls as part of the rehabilitative programme at this centre. Indeed, it was generally found that rehabilitative and employment initiatives targeting specifically young women at-risk, including young single mothers, were lacking in Saint Lucia.

While there are some donor-funded initiatives seeking to fill some of the gaps outlined above, these too have their limitations. The USAID-funded Youth Empowerment Services (YES), while seeking to rehabilitate at-risk youth, addresses employment in only a limited way via a soft skills training programme under the project. Similarly, the extent of the employment initiatives under the new CDB-funded Youth Empowerment for Life Project (YEP) remains to be seen with existing descriptions of the project including only business mentoring and life coaching in a select few urban communities. The DFID-funded SkYE, however, looks more promising as an initiative directly promoting the employment of at-risk youth with vocational training followed by internships. With this programme starting in 2020, the actual functioning and outcomes remain to be seen.

Overall, like entrepreneurship interventions, interventions seeking the reintegration of vulnerable youth in Saint Lucia appear to be in need of better coordination and management to minimize duplication and to ensure effective targeting. This includes identifying geographic areas and subgroups of vulnerable youth, such as young at-risk women, who are not being captured by the programmes on offer. Further, more effort is needed to develop and implement initiatives

¹⁰⁴ This is consistent with the findings from a previous report on juvenile justice in the OECS which concludes, "As in other ESC countries, recidivism is a large problem in Saint Lucia; according to the same official, 70 to 80 per cent of the inmates in maximum security have spent time in the Boys Training Center." USAID (2013). *Eastern and Southern Caribbean Youth Assessment*. Final Report, p. 78.

which directly seek to rehabilitate these youth by promoting their employment, including via entrepreneurship, recognising the additional hurdles that they are likely to face in an already tight and competitive job market.

FACILITATION OF INTRA-REGIONAL MIGRATION VIA THE CVQ QUALIFICATION

Saint Lucia has achieved considerable progress in implementing the CVQ framework relative to other countries in the region. Despite this great continued effort, significant gaps can be identified.

An examination of the programmes offered by the NSDC and the NELP, the two main public TVET training institutions and CVQ certifiers for out-of-school youth and adults, reveals the limits of CVQ certification on the island. In November 2019, only four out of 15 courses at the NSDC's Castries centre, and three out of 11 of the courses at its Vieux Fort centre offered CVQ certification¹⁰⁵. With regard to the NELP, of the 21 programmes in which students were enrolled in 2017/18, only three led to a CVQ qualification - Front Office (75 students), Cosmetology (19 students) and IT (19 students) - out of a total of 1,619 enrolled students. Meanwhile, in terms of graduates from Phase 1 of the 2017/18 programme, there were only CVQ-certified graduates in IT (15 out of 509 graduates in the total cohort)¹⁰⁶.

A 2019 World Bank project document further highlights the challenges of CVQ implementation in Saint Lucia. In particular, it is argued that CVQ-certifying institutions are faced with limited capacity to meet the demands for training and subsequent qualifications with only a reported 42 per cent of applications to CVQ programmes being accepted¹⁰⁷. At the secondary school level, as highlighted previously in the mapping, only nine out of 22 schools offer CVQ certification, "despite the fact that 51 per cent of secondary school students were tested in at least one TVET subject in the 2017 CSEC exams, suggesting high levels of student interest in vocational fields"¹⁰⁸. The fact that CVQ certification is generally only available up to Level 2 with the exception of a select few areas, as discussed in the mapping, was also pinpointed as a problem since "Levels 3 to 5 – equivalent to an independent/specialized worker and up to a managerial worker – are often required to secure meaningful employment or to pursue further education"¹⁰⁹. Finally, the report concluded that "the TVET Council lacks as a sufficient cadre of CVQ assessors, verifiers, and auditors to substantially increase awarding of CVQs"¹¹⁰.

Contrary to this narrative, however, officials of the TVET Council of Saint Lucia identify the main obstacle to CVQ provision and certification on the island as a lack of demand and uptake, indicating that higher levels of CVQ certification are not offered because they are not requested. They maintain that the council has the capacity to assess, verify and audit such training levels if

¹⁰⁵ Note that three of the remaining 11 courses at the Castries centre offered some form of international certification. This information was taken from the NSDC's Facebook page: <https://www.facebook.com/NSDCSLU/>. Last accessed: 6 December 2019.

¹⁰⁶ Government of Saint Lucia (2019). *Education Statistical Digest 2018*, p. 120.

¹⁰⁷ World Bank (2019). *The Saint Lucia Human Capital Resilience Project (P170455) Project Information Document*, Report No: PIDC26759, p.5. <http://documents.worldbank.org/curated/en/742041563219270214/Concept-Project-Information-Documents-PID-St-Lucia-Human-Capital-Resilience-Project-P170445>.

¹⁰⁸ Ibid.

¹⁰⁹ Op cit.

¹¹⁰ Op cit.

needed. It was admitted, however, that most CVQ training institutions lack the capacity to provide training above Level 2¹¹¹.

Further, these stakeholders suggest that the lack of demand for CVQs in Saint Lucia may be driven by the fact that the cost of such is entirely borne by the individual seeking to be trained and certified, with no government subventions currently in existence unless there is a specific government-sponsored project which includes CVQ training, such as, for example, the SkYE programme previously discussed. The council has also met resistance from employers in requiring CVQs as a qualification for employment and from higher-level education institutions in providing CVQ certification rather than their institution's own certification. Additionally, the council's own funding challenges have hindered it from being able to launch an effective marketing and information campaign to drive Saint Lucians to seek out CVQ certification¹¹².

It should be noted that the availability of PLAR places Saint Lucia ahead of other countries in the region, with PLAR being identified by the TVET Council as the more common route to CVQ certification in the country.

¹¹¹ This information was provided via an interview conducted for this report with officials of the Saint Lucia Council for TVET.

¹¹² The Saint Lucia TVET Council is largely a self-funded entity, relying on income generated by the awarding of CVQ qualifications. As a result of the current low demand, the council is understaffed with staff functioning on a rotating basis and working only two days per week. The council has stated that it finds itself in a "chicken and egg" situation whereby it needs funds to stimulate the demand for CVQs which will in turn fund the organization. Currently, the council is trying to seek out a suitable means of sustainable financing.

CONCLUSION AND RECOMMENDATIONS

Based on the analysis presented above, it can be concluded that there are significant and often vibrant efforts underway in Saint Lucia to promote youth employment via multiple channels, in particular via entrepreneurship. In many of these intervention areas, Saint Lucia is among those countries leading the region in terms of the design and scale of the efforts mounted. Still, this collection of initiatives to tackle promote youth employment is not without its challenges, some unique to Saint Lucia, but many more being common to the entire region.

The following recommendations are made to address some of the challenges and gaps identified under each intervention area:

General

1. *Presence of a central coordinating agency for youth employment initiatives or strengthening of an existing unit or agency to perform this role and the development of a national youth employment policy could be beneficial.*

Currently, youth employment initiatives, and employment initiatives more generally, are scattered across different ministries and agencies which hinders the implementation of a coherent strategy. An agency could be established to serve this function, or an existing unit or agency, such as the Department of Labour, could be empowered to adopt this role more aggressively, with an accompanying appropriate information campaign to make youth aware of this agency as a go-to resource. The development of a national youth employment policy, and a national employment policy, more generally, may also help in drawing up a detailed and precise roadmap for how employment problems are to be tackled in Saint Lucia, identifying the key actors and the measures to be taken by each. This may further help to address funding constraints. For example, where non-governmental organizations have a comparative advantage in a particular type of intervention, it might be prudent for the government to partner with and support their work as part of its broader strategy as opposed to seeking to develop parallel initiatives of its own or ignoring the intervention area altogether.

2. *Review and modification of all interventions to ensure alignment with growth objectives and the skill needs of employers and growth sectors*

This recommendation seeks to directly address the problem of skill misalignment identified not only in Saint Lucia, but in the entire region. It is critical that as much as possible, employers are involved in the design of youth employment interventions, particularly those related to skill training so as to ensure that their skill demands are met by the various programmes. Once again, the battery of youth employment interventions mapped in Saint Lucia could be reviewed collectively by a central coordinating agency and directly linked to different employment objectives as part of one coherent national strategy.

3. *Design and implement proper monitoring and evaluation frameworks for all youth employment interventions*

To ensure effectiveness, monitoring and evaluation structures should, as much as possible, be built into all youth employment interventions. While there are some organizations, for example the NSDC, already seeking to achieve this, more effort is needed to first recognise the importance of such structures and secondly, to implement them. Of course, yet again this could be coordinated by the overarching body managing youth employment with other intervening organizations having quarterly and annual reporting duties.

Interventions to facilitate school to work transition

4. *Expansion of work experience opportunities in collaboration with employers, taking labour market skill demands into account*

More opportunities for youth to gain work experience are certainly needed in Saint Lucia, as is a greater effort to ensure alignment with demands in the workplace. This includes the expansion of apprenticeship-type learning opportunities. In addition to employer engagement being critical to the design of these programmes, such partnership may also be an interesting way to overcome some of the funding hurdles to expanding work experience programmes. Specifically, the government and employers should see themselves as partners, each with a vested interest in the quality of the youth labour force and thus seek to share the cost of funding the work experience activities of such programmes. To the extent that employers are engaged in the design process, they may be more inclined to share in the funding.

5. *Revision to tackle programme-specific challenges*

This recommendation is specific to the Summer Employment Programme and the YSC. In the case of the former, it should be ensured that, in as much as possible, participants are matched to available work placements on the basis of their skill backgrounds and that such placements involve meaningful and engaging work. As for the latter, preventative measures should be adopted to mitigate against employers potentially taking advantage of the free labour provided by the programme, perhaps by developing a co-payment structure between the government and said employers.

6. *Better provision of employment services*

Saint Lucia is in need of more employment services, whether provided publicly or privately, to provide career guidance, CV and interview guidance and preparation, job brokering, and other related services to, not just youth, but jobseekers in general. The programme design must be consumer-driven, taking into consideration the barriers youth, in particular, might face to accessing such services in order to overcome them. For example, such services should have a vibrant and accessible online presence, in addition, to creating direct links with training institutions and other youth employment intervention programmes so that youth are aware of where to go for help. While funding may be a challenge to such objectives, rationalisation of existing programmes and donor funding may be possible avenues to help resolve this problem. A public employment service may be one avenue to achieve this.

7. *Incorporation of labour rights sensitization and awareness programmes*

This recommendation is self-explanatory. More systematic programmes to make youth aware of their labour rights should be made available and could be included as a sub-goal of any national youth employment strategy or could be built in to any employment services developed. There are several ways to operationalise this goal. Labour rights awareness can be included as part of the information on an online platform for employment services and a brief labour rights presentation can be included as a mandatory component of as many other youth employment interventions as possible, for example, via a pamphlet or other literature, or by an in-person presentation by employment service providers or perhaps staff of the Department of Labour.

Interventions to provide job opportunities to youth

8. *Research into the potential impact of directly creating job opportunities for youth via public employment schemes and employer subsidies if such research does not already exist*

Although interventions in this area are lacking in Saint Lucia, it does not follow that such interventions are automatically needed. Research must first be conducted to determine whether such interventions would work in the country context before they are introduced. Research would also be needed into the specific intervention design needed to ensure effectiveness.

Interventions to promote youth entrepreneurship

9. *Entrepreneurship training in secondary school*

Entrepreneurship training should ideally be built into the secondary school curriculum. Possible avenues for achieving this may be via a government partnership with JA to bring its various training programmes or the Secondary Early Entrepreneurial Development programme being piloted in Jamaica to all or most secondary schools and all the students in a given year group in those schools, or the implementation of an independent curriculum for entrepreneurship training such as the Know About Business curriculum developed by the International Labour Organization (ILO). Alternatively, existing JA programmes can be supported to expand to a larger number of, if not all, schools and students. Moving such education online may also be an innovative and lower cost way to achieve this objective although exactly how this would be achieved would have to be carefully considered.

10. *Comprehensive impact evaluations of existing entrepreneurship training and business support services and the development of effective and meaningful partnerships between organizations to better target youth*

Currently, the extent to which youth are served by the existing training and support services is not adequately known, as is the extent to which programmes need to be redesigned to minimize barriers to youth access. In as much as possible, monitoring and evaluation should take place to provide answers to these questions, in addition to building in such structures for impact evaluation moving ahead. Once this is established, it is wise to establish meaningful partnerships between actors in this intervention area to

minimize the duplication of effort. For example, the government should view the SLYBT as a key partner in the achievement of its youth entrepreneurship promotion goals given the trust's existing role in this area. Via partnerships, organizations such as the SBDC and the soon-to-be launched Invest Saint Lucia Business Accelerator could collaborate with the SLYBT in the provision of services to youth whether this be in the form of channeling youth who come to either of these organizations to the SLYBT or jointly developing services and so on. As stated for previous intervention areas, the actions taken could be part of a broader, coherent national strategy for youth employment and entrepreneurship promotion.

11. Partnerships to ensure youth access to finance and careful design to minimize barriers to such access

Similar to the recommendation for improving youth access to entrepreneurship training, partnerships are a useful way to boost youth access to finance. For example, in the case of the SLYBT which has had challenges in securing grant funding to finance youth entrepreneurs, an effective partnership with the YEEF would allow the SLYBT to channel its clients to access funding from the YEEF, helping them to be prepared to meet the fund's access requirements. In the case of the YEEF, careful design and evaluation structures are needed to ensure barriers to access are minimized.

12. Marketing of existing training, finance and market share opportunities to youth

Marketing strategies could also be undertaken to increase awareness among youth of existing opportunities including those not exclusively targeted toward them. This should serve to correct information asymmetries where they exist

Interventions to facilitate reintegration

13. Build well-designed youth employment interventions into existing and new reintegration efforts

Government-managed and supported reintegration and rehabilitation efforts for vulnerable youth, for example at the BTC, should seek to incorporate youth employment- and entrepreneurship-promoting interventions as much as possible, while non-governmental efforts should be encouraged to do so as well. As in the case of other intervention areas, this could be guided by the national strategy for promoting youth employment under a central coordinating body.

14. Identify and address existing gaps and duplication of effort

Efforts should be made to rationalise the existing reintegration efforts to maximise coverage of vulnerable youth, including at-risk young women, and to minimize the duplication of effort. This includes the government providing informed direction to donor-funded activities. Where easy remedies exist to close gaps, for example, in the case of the Ministry of Education becoming involved in remedial education at the BTC, these should be adopted in as much as possible.

Interventions to facilitate intra-regional migration

15. Continued expansion of CVQ and PLAR implementation efforts

CVQ implementation should continue to ensure all centres offering skills training offer participants the opportunity of CVQ certification and, hence, better potential employment opportunities. PLAR implementation should be similarly expanded and awareness must be boosted to ensure those people including youth who stand to benefit, do in fact access this avenue for certification. An effective marketing and information campaign may be one way to boost the demand for CVQs as well. These recommendations are, of course, subject to funding capabilities. Donor-funding may be one way to overcome this hurdle. The government may also wish to consider subsidising CVQ certification in as much as is financially possible, simultaneously boosting CVQ uptake and helping to finance the TVET Council in its work.

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