



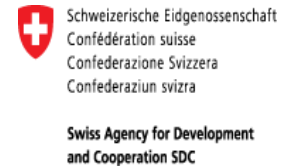
KNOMAD PAPER 66

EXPLOITING THE BRAIN GAIN POTENTIAL FOR BETTER HUMAN CAPITAL OUTCOMES IN GRENADA

Laura Di Giorgio, Claudia Lopez, Pascal Jaupart, Antonio Fuca,
Teresa Talo, and Ana Maria Lara Salinas

August 2024





The KNOMAD Paper Series disseminates work in progress funded by KNOMAD, a global hub of knowledge and policy expertise on migration and development. KNOMAD is supported by a multi-donor trust fund established by the World Bank. The European Commission, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH commissioned by and on behalf of Germany's Federal Ministry of Economic Cooperation and Development (BMZ), and the Swiss Agency for Development and Cooperation (SDC) are the contributors to the trust fund.

The research presented in this paper is funded by the Thematic Working Group on Labor Migration. Please cite the work as follows: Di Giorgio, Laura, Lopez, Claudia, Jaupart, Pascal, Fuca, Antonio, Talo, Teresa, and Lara Salinas, Ana Maria, 2024. Exploiting the Brain Gain Potential for Better Human Capital Outcomes in Grenada, KNOMAD Paper 66.

The views expressed in this paper do not represent the views of the World Bank or the sponsoring organizations. All queries should be addressed to KNOMAD@worldbank.org. KNOMAD working papers and a host of other resources on migration are available at www.KNOMAD.org

Exploiting the Brain Gain Potential for Better Human Capital Outcomes in Grenada *

Laura Di Giorgio, Claudia Lopez, Pascal Jaupart, Antonio Fuca, Teresa Talo, and Ana Maria Lara Salinas†

Abstract

Grenada has a sizable diaspora relative to its small population. In 2020, an estimated 62,200 Grenadians, or 49.5% of the population, lived abroad (UN DESA, 2020). The US is the primary destination for Grenadian migrants, with 40.7% choosing it, a lower percentage than other Caribbean nations (MPI, 2022). Between 1980 and 2010, Grenadian migration to OECD countries grew, particularly among high-skilled individuals. This trend, which surged between 2000 and 2010, has impacted human capital availability in Grenada, contributing to skills shortages and mismatches, limiting youth employment, productivity, and competitiveness. Despite these challenges, more Grenadians are pursuing tertiary education. In 2010, 82.3% of high-skilled Grenadians had emigrated, up from 56.4% in 1980, highlighting the extent of brain drain. Global Skills Partnerships (GSPs) present a promising solution to address these issues, offering potential for better distribution of migration benefits. This paper aims to explore high-skilled migration trends from Grenada and assess GSPs' potential to mitigate brain drain and skills mismatches.

* This document was produced in with support from KNOMAD under the Thematic Working Group of Labor Migration. The preparation of the report would not have been possible without the collaboration of Grenada's Ministry of Finance, Planning, Economic Development and Physical Development and the Ministry of Education, Youth, Sports and Culture. The team would like to extend their heartfelt thanks to them. The team would like to thank Pablo Acosta (Lead Economist, World Bank, and Head of KNOMAD), Laurent Bossavie (Senior Economist, World Bank), Pia Schneider (Lead Economist, World Bank), and Victoria Levin (Senior Economist, World Bank) for their useful review and comments. The findings, interpretations and conclusions expressed are entirely those of the authors and do not necessarily represent the views of the International Bank for Reconstruction and Development/World Bank and its affiliated organizations, or those of the Executive Directors of the World Bank or the governments they represent.

†The report was written by Laura Di Giorgio (Senior Economist, World Bank), Claudia Lopez (Education specialist, World Bank), Pascal Jaupart (Economist, World Bank), Antonio Fuca (Consultant, World Bank), Teresa Talo (Consultant, World Bank), and Ana Maria Lara Salinas (Consultant, World Bank). The authors may be contacted via pjaupart@worldbank.org.

EXECUTIVE SUMMARY

Migration poses a broad spectrum of challenges and opportunities that critically influence the long-term socioeconomic development prospects of Caribbean nations. All countries within the Caribbean region experience high-skilled international migration and its multifaceted impacts. The primary destinations of skilled individuals from the region are the United States (US), Canada, the United Kingdom (UK), and various European countries.

High-skilled emigration can yield both positive and negative outcomes in origin countries. Large-scale outflows of high-skilled workers can slow down economic growth in countries in origin countries by hindering the attainment of economies of scale in skill-intensive sectors and reducing the productivity of resident workers. Migration of health workers and teachers can have a direct negative impact on human capital preservation and accumulation in the origin country if needed skills are lacking to keep the population healthy and help it develop its full potential. Moreover, if highly educated workers are trained domestically using public resources, it can have fiscal repercussions and diminish the returns on public investment in tertiary education. On the other hand, brain drain can potentially transform into brain gain: opportunities for employment abroad can amplify the expected returns to education for individuals, thereby fostering higher educational attainment. Moreover, high-skilled migrants can enhance access to capital, technology, information, foreign exchange, and business networks for firms in their countries of origin. Returning high-skilled migrants also play a pivotal role in knowledge transfer to their home countries (Beine et al. 2008; Clemens, 2009; Jaupart, 2023).

The objective of this policy note is to gain a deeper understanding of the characteristics of high-skilled migration from Grenada and conduct a preliminary assessment of the potential of Global Skills Partnerships (GSP) to foster a more balanced distribution of migration benefits. The data used are secondary data such as censuses, administrative sources, UN and academic population estimates, and survey data. Desk research into reports and academic literature supplements and helps interpret results emerging from the data. The information is completed with some sector information provided by the country. The policy note goal is to develop evidence-based policy recommendations that can help mitigate the adverse effects of brain drain and foster a more balanced and equitable distribution of migration benefits among all parties involved.

Grenada has a large diaspora with respect to its small population. In 2020, the estimated number of Grenadians living abroad was 62,200 – a number corresponding to 49.5 percent of the total population in the country (about 125,600; UN DESA 2020).

The primary destination for Grenadian migrants, like other Anglophone Caribbean countries, is the US. The percentage of Grenadian emigrating to the US is significant, but lower (40.7 percent)

compared to other similar countries in the region (MPI, 2022). The Grenadian diaspora to OECD countries grew between 1980 and 2010, albeit differently according to skill level. Between 2000 and 2010, the number of high-skilled individuals emigrating increased significantly.

This trend of high-skilled migration has direct implications for the availability of human capital in Grenada. One direct and notable consequence is the shortage of health workers. Even though there were 5.7 nurses per 1,000 people in 2018 in Grenada – which is well above the WHO threshold of 3 per 1,000 people and higher than the global average of 3.8 (WHO, 2018) – the country is facing a consistent lack of specialized nurses (UNDP, 2021; World Bank, 2016). Moreover, the number of medical doctors in Grenada stands at 1.3 physicians per 1,000 people – below the WHO threshold of 1.5 physicians per 1,000 people. In contrast, the number of Grenada-trained medical doctors working in the US is much higher.

Skills shortages and mismatch are a major constraint to youth employment, productivity, and competitiveness. The lack of adequate skills in the labor force is considered a critical issue by Grenada’s enterprises and employers. About 39 percent of enterprises identify an inadequately educated workforce as a major constraint, a much higher percentage than the Latin America and the Caribbean region (LAC) average of 23.3 percent and the world average of 19.9 percent (World Bank, 2010).

While the challenge of brain drain remains significant, there are indications of an increasing number of Grenadians attaining tertiary education. On the one hand, the high percentage of high-skilled individuals that left the country suggests a significant level of brain drain: in 2010, 82.3 percent of high-skilled Grenadians had migrated abroad, representing an increase in the proportion of high-skilled Grenadians choosing emigration, from the 56.4 percent recorded in 1980. On the other hand, the stabilization of high-skilled migration rates observed after 2005 might point to a concurrent rise in tertiary education attainment among Grenadians.

As part of a systematic approach that includes targeted investments and reforms in the country’s skill development landscape, GSPs emerge as a promising policy tool to combat brain drain and address skills mismatches. A GSP constitutes a bilateral labor migration agreement between an origin country and a destination country. Under this arrangement, the origin country commits to training individuals in competencies that are both immediately and concurrently needed within its own borders and in the destination country. The country of destination agrees to provide technology and finance to train potential migrants with targeted skills in the country of origin, prior to migration and provides migrants with the relevant skills they need to integrate and contribute best upon arrival. The country of origin agrees to provide that training and gets support for the training of non-migrants too – increasing rather than draining human capital. One of the defining features of the GSP is the so-called “dual track” model. Trainees can pick which track they want to go down: a “home” track for non-migrants, and an “away” track for migrants.

Those who choose to stay are plugged back into the local labor market, with increased skills and earning potential. Those who choose to move also have increased skills and earning potential, and the ability to migrate legally and safely. They can also be provided with additional training in soft skills, for example in different languages or other facets of integration (Adhikari et al., 2021).

The potential sectors identified to develop GSPs in Grenada are healthcare, education, and tourism. Grenada continues to suffer from shortages in specialized health personnel that affect access to and quality of care. The country is also affected by a chronic lack of well-educated teachers and trainers, with the percentage of untrained teachers at around 53 percent of the total teacher workforce (Knight et al., 2021). Lastly, while tourism is a prominent strategic priority in Grenada, lack of tourism specific labor skills is still considered to impede the development of the sector, and finding replacement staff is difficult due to the overall lack of workplace skills.

Grenada's potential partner countries for a GSP are the US, Canada, and the UK. In addition to being the main destination countries of high-skilled emigration from Grenada, these countries have similar skill shortages and demand in the healthcare, education, and tourism sectors.

A successful GSP requires a series of key preconditions to ensure mutual benefits for both origin and destination countries. These crucial elements are: establishing solid communication channels and constructive working relationships with partner countries in migration, labor mobility and the relevant technical sectors of the GSP; utilizing a multi-stakeholder approach and ensuring the active involvement of both governments, education institutions and private actors from the early stages; performing labor market analysis and forecasting as essential tools for designing curricula that align with the current and future needs of both origin and destination countries; leveraging and strengthening existing training institutions in the origin country to ensure that the training infrastructure is robust and sustainable. Overall, Grenada possesses most requisites and is well positioned to cooperate with US, UK and Canada and other international partners to ensure that these fundamental elements are further strengthened, but more analytical work is needed before designing a GSP.

Based on the current global experience, a pilot GSP model can be implemented at a small scale in the early phases, bringing around 100 trainees in the first cohort. In practice, the UK could support training for Grenadian nurses, aligning educational curricula with both countries' needs and establishing migration pathways for graduates, while also addressing Grenada's healthcare worker shortage. Canada could invest in enhancing Grenadian educational outcomes through advanced training in pedagogy and leadership, using a dual track approach that prepares educators for local jobs or employment opportunities in Canada, including training in cultural and linguistic nuances. The US could support developing skills in sustainable tourism management and conservation, supporting local eco-tourism and preparing trainees for the US tourism industry, with substantial contribution from American technology and environmental management.

A GSP should foresee and design suitable migration mobility pathways taking advantage of preexisting legal migration schemes. As the US immigration system tends not to make visas available to address shortages in particular occupations, existing visa pathways such as the Exchange Visitor Program (EVP) and H-2B visas could be used. Conversely, in the UK, ad hoc visas could be relied on as they are available based on specific identified skills shortages, including nurses, teachers, and tourism specialists. In Canada, a GSP could be accompanied by temporary work permits in relevant fields, following the model of the already established seasonal Agricultural Worker Program (SAWP).

GSP design needs to ensure long-term technical and financial sustainability. On the technical side, it is key that GSPs are consistent with the development strategy of the origin country, as well as sector strategies. Ad hoc pilot projects should be accompanied by broader national development projects aimed at strengthening the local skill development system, while making the certification obtained promptly convertible, recognized and considered of sufficient high quality compared to people undergoing similar trainings at the destination. Moreover, a contingency plan is needed to identify potential challenges, address risks and mitigate adverse impacts, while a solid monitoring and evaluation scheme should be developed to track the program's progress and outcomes. Concurrently, specific sector sustainability design elements should be implemented, while mainstreaming cross cutting themes such as digitalization, gender dynamics and climate change adaptation. Lastly, financial sustainability is a key GSP feature to address right from the start. In early stages, it can be ensured by blending official development assistance (ODA) financing with co-financing from the private sector to cover the costs of training under the “away” track.

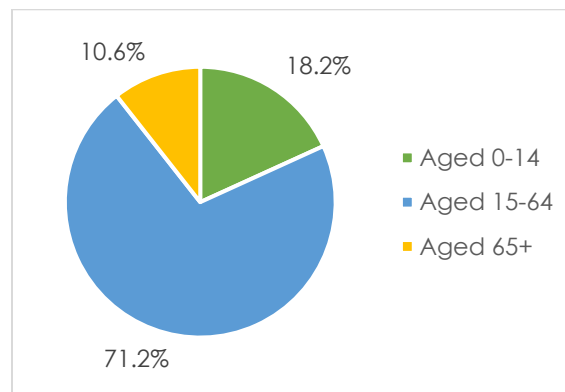
TABLE OF CONTENTS

1. Country Overview	9
2. Institutional Framework: Migration and Human Capital	10
2.1. Regional Partnerships And Migration Governance	10
2.2. Skill Development Landscape in Grenada	12
3. Migration Landscape in Grenada	14
3.1. Migration Population Figures	14
3.2. Emigration, Brain Drain, and Impacts On Human Capital	16
4. Diaspora in the US	20
4.1. Socio-demographics of Grenadian migrants	20
4.2. Sectors Of Employment of the Grenadian Population in the US	22
5. Labor Market and Human Capital in Grenada	24
6. General Policy Recommendations	28
7. Global Skills Partnerships	30
7.1. GSP Definition	30
7.2. Why Do Gsps Matter For Grenada?	30
7.3. Designing A Global Skills Partnership For Grenada	31
7.3.1. Methodology	31
7.3.2. Potential Sectors	31
7.3.3. Potential GSP Destination Partners	33
7.4. Policy Recommendations on GSP	36
7.4.1. Key Preconditions for a Successful GSP	36
7.4.2. The GSP Design	37
7.4.3. Technical Sustainability	39
7.4.4. Financial Sustainability	41
8. Conclusions	44
9. References	45

1. COUNTRY OVERVIEW

Grenada is a small island country of the West Indies located in the Eastern Caribbean Sea. It is classified as an upper-middle-income nation with a population of approximately 125,600 inhabitants (UNDESA 2022). The median age in Grenada is 30.8 years, and a large share of the population is of working age (15-64) (Figure 1), reflecting a similar demographic profile to other Caribbean countries. The country has been experiencing a steady decline in fertility rates and is estimated to have a total fertility rate of two, slightly below replacement levels.

FIGURE 1. GRENADA'S POPULATION AGE STRUCTURE AS OF 2022



Source: World Population Prospects (UNDESA 2022)

In recent years, Grenada has demonstrated strong economic resilience. Real Gross Domestic Product (GDP) growth was estimated at 4.8 percent in 2023, driven primarily by a resurgence in tourism and increased construction activities (World Bank, 2024). These sectors are crucial as they significantly contribute to the country's economic activity. Between 2015 and 2019, Grenada achieved an average annual growth rate of 3.3 percent, outperforming its Eastern Caribbean peers.

The country has also made significant strides in improving its fiscal health and reducing public debt. Continued implementation of pro-growth reforms, aimed at closing infrastructure gaps and building climate resilience, has been crucial. Grenada shares a common central bank and a common currency, the Eastern Caribbean dollar, with seven other members of the Organization of Eastern Caribbean States (OECS). This arrangement helps anchor low inflation and price stability.

However, Grenada's economy faces vulnerabilities, primarily due to its heavy reliance on tourism, a sector significantly affected by global business cycles, and natural disasters to which it is prone because of its geographic location. It also faces challenges related to gender disparities in economic opportunities and high youth unemployment, which stands significantly above the national average unemployment rate (more on this in Section 4).

2. INSTITUTIONAL FRAMEWORK: MIGRATION AND HUMAN CAPITAL

2.1. REGIONAL PARTNERSHIPS AND MIGRATION GOVERNANCE

Grenada is well integrated in the region through its membership in several key organizations. As a member of the Caribbean Community (CARICOM), Grenada participates in a regional grouping of 15 states¹ aimed at promoting economic integration and cooperation among its members, fostering their collective development. By being part of the CARICOM Single Market and Economy (CSME), Grenada is also committed to the free movement of goods, services, capital, and labor across member states, which enhances the country's economic opportunities and integration with larger markets. Additionally, Grenada's affiliation with the OECS allows for deeper collaboration in economic policy, foreign policy, and other areas specific to the Eastern Caribbean. This membership supports Grenada's strategic, economic, and social objectives through a framework that leverages collective resources and capabilities to address shared challenges and opportunities within the region.

One of the most significant aspects of CSME is its free movement of people component. Citizens of CSME countries are allowed to reside in other member states for up to six months without requiring a work permit. However, during this period, they are not permitted to engage in employment unless they have a Skills Certificate. The CARICOM Skills Certificate plays a pivotal role in the free movement of skilled labor. It serves as a standardized proof of qualification that is recognized by all member states, enabling holders to seek employment in any member country without the need to acquire a specific work permit in the receiving country. Workers with specific qualifications, such as university degrees or recognized vocational qualifications (nurses and teachers, among others), can move and work freely within member states.

The OECS is a sub-regional economic and political union dedicated to Eastern Caribbean regional integration, made of 11 Eastern Caribbean nations.² Since 2007, the OECS has implemented policies allowing for complete free movement among its member states. This initiative

¹ Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat (a British Overseas Territory), Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago.

² Antigua and Barbuda, Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Montserrat (a British Overseas Territory), Anguilla (an associate member, also a British Overseas Territory), British Virgin Islands (an associate member, also a British Overseas Territory), Martinique (an associate member, a French overseas region), Guadeloupe (an associate member, a French overseas region).

significantly facilitates the mobility of people across these nations, enhancing economic opportunities, social interactions, and cultural exchanges.³ The ability of OECS citizens to move freely within the union has been especially advantageous during times of crisis, such as natural disasters and emergencies. This mobility enables rapid deployment of aid, sharing of resources, and easier access for displaced individuals to support from neighboring states, thereby reinforcing the region's resilience and collective response capabilities in challenging times.

As part of the OECS, Grenada actively participates in international labor migration programs that facilitate economic opportunities for its nationals. One of these initiatives is Canada's SAWP, which allows Grenadians, along with other OECS nationals, to work in Canada for periods of up to eight months. This program specifically targets the agricultural sector and is designed to support circular migration⁴, enabling workers to return to Canada in subsequent seasons. Similarly, Grenadians are also eligible for the US H-2A Visa Program for Temporary Agricultural Workers. This program permits stays of up to three years and is aimed at addressing labor shortages in the US agricultural sector. Like its Canadian equivalent, the H-2A program supports circular migration, offering opportunities for repeated seasonal employment. Both programs provide substantial economic benefits to participants and their home countries through remittances and the acquisition of skills and experience. Grenadians are also eligible for H-2B Temporary Non-Agricultural Workers, a program that allows US employers or US agents who meet specific regulatory requirements to bring foreign nationals to the US to fill temporary nonagricultural jobs⁵.

Like other CSME countries, Grenada has a formal directorate in charge of Labor Migration Management that regulates the participation of Grenada's citizens in bilateral migration programs, within the Department of Labor. Given that Grenada has participated in the SAWP program for 25 years and is aware of the importance of co-responsibility in migration policy, it has sought to strengthen its migration regulatory framework by ratifying several international conventions related to migration.

Immigration in Grenada is governed by the Immigration Act (Chapter 145 of 1969). The Immigration Act stipulates the legal requirements and conditions in relation to "entry" and "stay"

³ Trinidad and Tobago, a significant destination for the Grenadian diaspora and one of the larger Caribbean nations, is not part of the OECS.

⁴ Circular migration refers to the temporary and often repetitive movement of migrant workers between their home and host countries, primarily for employment purposes. This form of migration is characterized by its non-permanent nature, allowing migrants to move back and forth between countries.

⁵ H-2B Temporary Non-Agricultural Workers. Source: <https://www.uscis.gov/working-in-the-united-states/temporary-workers/h-2b-temporary-non-agricultural-workers>.

in Grenada. Except for OECS citizens, all persons are required to submit passports and valid documentation upon entry. There are no references to or specific provisions for the consideration of persons who may be moving in the context of climate or other environmental changes. Despite the seeming lack of recognition, the existing free movement agreements developed in the context of the OECS and CARICOM offer the basis for legal “entry” and “stay” in Grenada for all citizens from other (Eastern) Caribbean States that may be affected by climate and environmental change and disasters. The Act does not provide for any means to collect or share data on migration patterns (in and out of the territory) (IOM, 2021)⁶.

2.2. SKILL DEVELOPMENT LANDSCAPE IN GRENADA

Education in Grenada is regulated by Education Act No. 21 of 2002, amended by Act No. 11 of 2003. The formal education system comprises pre-primary, primary, secondary education, and post-secondary. The Ministry of Education, Youth, Sports and Culture is responsible for formal education in Grenada.

While education beyond primary or secondary levels is not compulsory and limited in provision, Grenada is doing relatively well compared to other countries in the region and produces over 2,000 postsecondary graduates a year.⁷ Postsecondary non-tertiary education is provided by 15 private and specialized training institutions. The main ones are St. George’s University, the University of the West Indies (UWI) Open Campus, and the T.A Marryshow Community College (T.A.M.C.C). They offer specialized technical courses over eighteen months, which can lead to further training for higher-level vocational qualifications: Caribbean Vocational Qualification (CVQ) or National Vocational Qualification (NVQ) (UNEVOC, 2019).

Grenada’s St George’s University is the most important medical school in the country and provides a major example of how destination countries, such as the US, increase the stock of their licensed doctors through outsourcing of medical training in origin countries. St. George’s University is the largest source of doctors for the entire US workforce, as well as the number one provider of new primary care doctors in the US each year. As of 2023, 13,231 graduates from St. George’s University are licensed in the US, a greater number than any US or international medical school (St George University, based on Federation of State Medical Boards physician licensure data, 2024). As the university actively advertises itself as striving to alleviate the projected US shortage

⁶ Andreola Serraglio, D., S. Adaawen and B. Schraven, 2021. Migration, Environment, Disasters and Climate Change Data in the Eastern Caribbean – Grenada Country Analysis. International Organization for Migration Global Migration Data Analysis Centre (IOM GMDAC). Berlin.

⁷ UNESCO, 2020.

of physicians by 2034 (AAMC, 2021), its experience has significant relevance in the perspective of potential GSPs in the healthcare sector between Grenada and the US.

The TVET System at the post-secondary level involves several public and private institutions.

The Grenada National Training Agency (NTA) is the official certifying body, while the competency training is done by a closely monitored and assessed group of providers in 19 subject areas including Agriculture, Automotive, Construction, ICT, Fish Handling and Processing, Tourism and Hospitality, and Engineering & Maintenance. There are 15 private and specialized institutions providing TVET, including the New Life Organization (NEWLO) which is the main private skill training center on the island (MOE, 2014), and TAMCC.

The New IMANI Program of the Ministry of Youth, Sports, Culture, and Religious Affairs is the most sizeable training program in the country and targets youths 18-35 years old.

As part of the program, a total of 445 trainees received skills training in 2019. In terms of academic or technical qualifications, the candidates are distributed as follows: advanced qualifications 30 percent; some qualifications 35%; none or below basic entry level qualification 35 percent. The male to female ratio is 40 percent to 60 percent respectively (UNDP, 2021).

There is a substantial number of TVET beneficiaries. Based on interviews conducted with key providers of TVET training, it is estimated that approximately 2,323 youth received TVET training in 2019, most of whom receive CVQ certification. However, certification is concentrated in lower skill levels (UNDP, 2021: 31).

TVET should be designed to reflect market needs, however, it seems that these programs are not adequately supporting youth to transition to work. There is significant training capacity in the country as evidenced by the number of service providers, programs, and estimated numbers of trainees. However, sustained youth unemployment suggests – amongst other things – that TVET is not meeting its stated objectives. This is confirmed by the 2020 Innovation, Firm Performance and Gender (IFPG) survey, which identified gaps and inadequate training as the most serious concern identified by firms in Grenada, with worker emigration representing a concern for 27 percent of respondents.

Additional data is needed to identify the most needed skills. Grenada does not currently have any systematic or consistent strategies for identifying what skills are needed by enterprises and, therefore, what programs TVETs should offer. Notably, the Grenada National Development Plan 2020-2035 mentions among the main challenges the lack of specific institutions with facilities dedicated to TVET teaching and learning for specific skills in demand industries, resulting in skills misalignment to labor market needs. In this regard, closer alignment with market needs and demand is required, placing a stronger focus on the provision of science, technology, engineering, and math (STEM) subjects and digital skills (IFC, 2023).

3. MIGRATION LANDSCAPE IN GRENADA

This section provides an overview of migration population figures.⁸ To delve deeper into the phenomenon of brain drain, the section analyzes emigration based on levels of educational attainment, as well as the rate of emigration out of the total Grenadian population across skill levels. Section 4 investigates the Grenadian diaspora in the US, examining its sociodemographic characteristics and the industries in which its members work.

3.1. MIGRATION POPULATION FIGURES

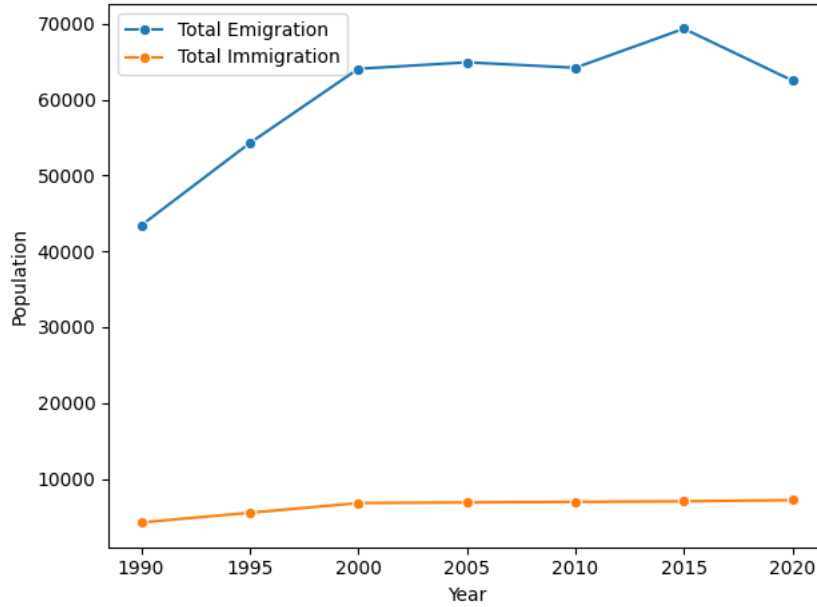
Grenada has a large diaspora with respect to its small population. In 2020, the estimated number of Grenadians living abroad was 62,200 – a number corresponding to 49.5 percent of the total population in the country (about 125,600. UN DESA, 2020). By contrast, the number of immigrants residing in the country was about 7,200, equal to 5.7 percent of the population. As shown in Figure 2, the Grenadian diaspora increased in the nineties and then stayed fairly stable. The number of immigrants living in the country has also not changed much over time⁹.

As for other anglophone Caribbean countries, the primary destination for Grenadian migrants is the US, although the percentage (40.7 percent) is lower compared to other similar countries in the region, such as Belize (81 percent) and Jamaica (70.8 percent). Canada and the UK are the second and third destinations of the Grenadian diaspora, with 17.8 percent and 14.3 percent respectively. Notably, neighboring Trinidad and Tobago is home to the largest regional diaspora of Grenadians, with approximately 2,300 Grenadians (14.3 percent). Despite not being part of the OECS free movement area, Trinidad and Tobago is a member of the CSME region as well as one of the larger Caribbean countries near Grenada. In 2017, 23.4 percent of emigration from Grenada was directed towards CSME countries (Lacarte et al., 2023). Immigration to Grenada is minimal, with the largest group of immigrants in the country coming from Trinidad and Tobago (about 1,600 persons).

⁸ This section and the report at large define a migrant as someone living for a period of over a year outside their country of birth, regardless of the reason for moving. This in line with various international organizations sources of international statistics used (UN Statistics Division 1998, International Organization for Migration 2019, UN 2024).

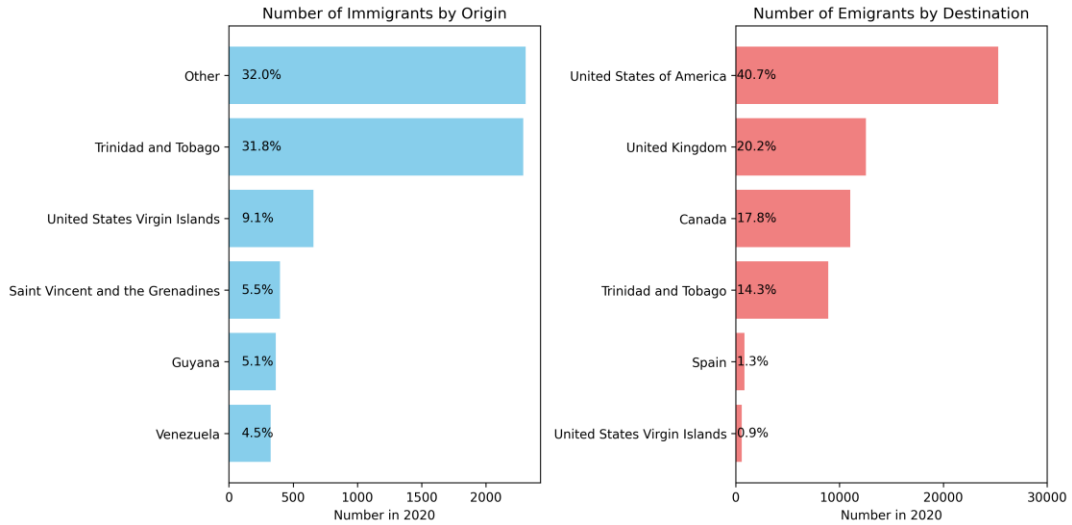
⁹ It's important to note that immigration and emigration stock figures do not represent the number of "new" emigrants and immigrants each year. Instead, they reflect the total number of immigrants and emigrants existing in that year, irrespective of when they moved.

FIGURE 2. EMIGRATION AND IMMIGRATION STOCKS IN GRENADA OVER TIME



Source: United Nations Department of Economic and Social Affairs (UN DESA), International Migration Stock, 2020 Revision.

FIGURE 3. NUMBER OF IMMIGRANTS AND EMIGRANTS IN 2020 IN GRENADA



Source: United Nations Department of Economic and Social Affairs (UN DESA), International Migration Stock, 2020 Revision.

The Grenadian diaspora and the foreign-born population in the country have both seen a moderate increase in the proportion of females. In 2020, the Grenadian emigrant stock was 55.7 percent female, showing a slight increase from 54.6 percent in 1990, indicating a relatively stable male-to-female ratio over the years. Over the same period, the foreign-born population living in the country became slightly more feminized, with women constituting 50.6 percent of immigrants in 1990 and increasing to 54.3 percent in 2020; however, it should be noted that these fluctuations represent very small numbers given the overall low number of immigrants.

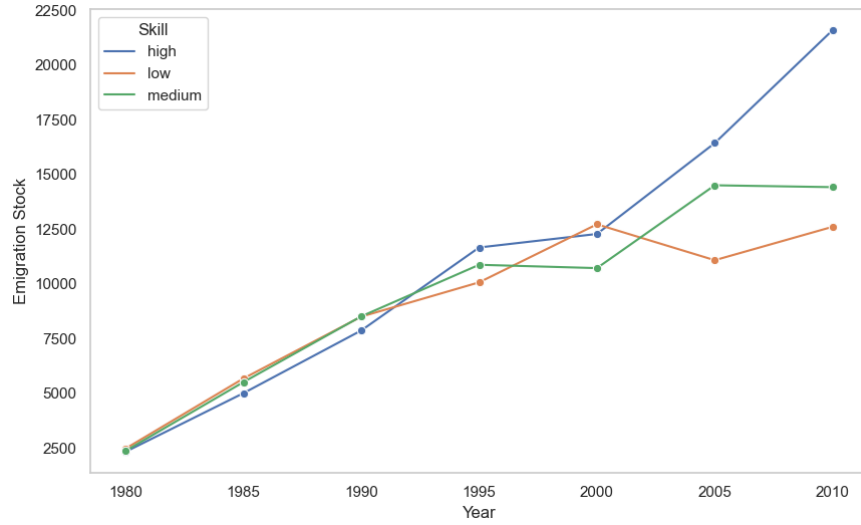
3.2. EMIGRATION, BRAIN DRAIN, AND IMPACTS ON HUMAN CAPITAL

The diaspora has increasingly comprised high-skilled individuals in more recent years. To delve deeper into the role of emigration on human capital accumulation and brain drain, it is essential to consider data that encompass both emigration rates and skills.¹⁰ Between 2000 and 2010, the number of high-skilled individuals emigrating increased significantly. The Grenadian emigrant stock to OECD countries grew between 1980 and 2010, albeit differently according to skill level (Figure 4). The number of Grenadians abroad with low, medium, and high skill levels was roughly the same and grew at the same pace between 1980 and 2000.

The data show that across all skill levels, the number of women emigrating from Grenada slightly exceeds that of men over the period 1980-2010. For those with low and medium skills, the emigration levels across genders remain closely aligned, essentially moving in parallel. In contrast, for high-skilled individuals, a divergence begins in the mid-1990s, with more women than men leaving the country (Figure 5). The increase in high-skilled Grenadians living abroad could be attributed to either a surge in tertiary education attainment within Grenada or to the emigration of educated individuals driven by growing demand in the labor markets of receiving countries. It could also be a combination of both factors.

¹⁰ Datasets compiled by the German Institute for Employment and Research (IAB) contain data from people living in twenty OECD countries (i.e., emigration stock figures) as well as emigration rates that refer to the percentage of migrants, out of the total pre-migration population (which includes both residents and migrants) in each origin country. Both emigration stocks and rates are broken down by gender, skill level, and year, focusing on individuals aged 25 years and older. The choice to only consider people over 25 years of age in this dataset is driven by the intention to maximize comparability with data sources on educational attainment in countries of origin. Also, the population over 25 is less likely to contain students that may temporarily emigrate for educational purposes. This dataset builds on Docquier, Lowell and Marfouk (2007), Defoort (2008), as well as OECD figures on migrants and skill level; it has been commonly used in empirical work on brain drain (e.g., Cha'Ngom et al. 2023). The main limitation of this dataset is that it only provides figures up to 2010. However, to date, there are no equivalent datasets that allow to analyze emigration patterns to various OECD countries by educational attainment.

FIGURE 4. GRENADIAN DIASPORA OVER TIME, BY SKILL LEVEL



Source: IAB Brain Drain dataset, Brücker H. et al. (2013).

FIGURE 5. HIGH SKILLED GRENADIAN DIASPORA BY GENDER AND OVER TIME (1980-2010)



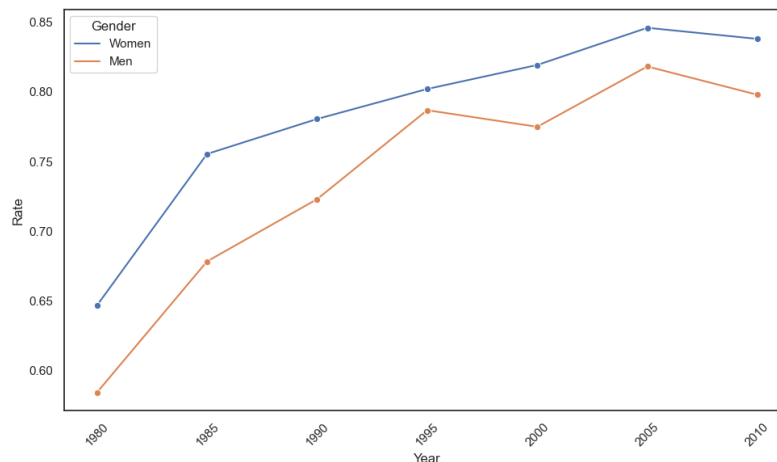
Source: IAB Brain Drain dataset, Brücker H. et al. (2013).

The high percentage of high-skilled individuals who left the country suggests a significant level of brain drain. To examine the emigration rate of high-skilled Grenadians, the percentage of those emigrating can be compared to the total number of Grenadians with tertiary education, both within Grenada and abroad. This analysis shows that in 2010, 82.3 percent of high-skilled

Grenadians had migrated abroad, versus 28.9 percent of moderately skilled individuals and 51.2 percent of those with lower skill levels. This figure represents an increase in the proportion of high-skilled Grenadians choosing emigration, from 56.4 percent recorded in 1980, to 82.3 percent recorded in 2010.

Grenada experienced a constant increase in brain drain up until 2005, with a slight stabilization through 2010. (Figure 6). This leveling off might suggest a concurrent rise in tertiary education attainment among Grenadians. However, while data from 2010 to 2018 actually show an increase in tertiary attainment (UIS), there is no data available for the previous period to confirm this hypothesis. Overall, the emigration rate of high skilled Grenadians remains extremely high.

FIGURE 6. EMIGRATION RATES OF HIGH SKILLED GRENADIANS, BY GENDER AND OVER TIME (1980-2010)



Source: IAB Brain Drain dataset, Brücker H. et al. (2013).

The situation in Grenada is similar to the general trend observed in other Caribbean countries where the emigration of high-skilled individuals, predominantly female, increased from the 1980s to 2010. On average, for countries in the Caribbean, the emigration rate for high-skilled individuals from the Caribbean increased from 56.3 percent in 1980 to 70.3 percent in 2010. These figures are exceptionally high by global standards, but remain lower than those for Grenada, highlighting a more severe brain drain in the country.

High-skilled emigration presents a notable challenge for the Caribbean, particularly Grenada, as these nations, due to their small size, struggle to integrate high-skilled workers into their less diversified economies. These economies often rely heavily on trade and tourism, making them susceptible to external economic shocks (Docquier et al., 2007). The proximity of prosperous labor

markets in the US and Canada, coupled with linguistic affinities, particularly in Anglophone Caribbean countries, further exacerbates the brain drain, as these factors make emigration more appealing for skilled individuals. Additionally, significant diasporas in the UK from English-speaking Caribbean countries reinforce these migration trends. In the below ranking based on the percentage of high-skilled individuals having left their countries of birth, Caribbean nations represent most of the top 15 countries (Table 1).

TABLE 1. TOP 15 COUNTRIES WORLDWIDE FOR EMIGRATION RATE BY SKILL LEVEL

Country	Total	Low skilled	Medium skilled	High skilled
Guyana	48.76%	30.03%	36.97%	99.54%
Barbados	33.22%	52.12%	13.13%	91.71%
Antigua and Barbuda	32.71%	32.12%	15.10%	88.96%
Haiti	11.95%	4.89%	13.28%	84.89%
Trinidad and Tobago	26.47%	10.82%	16.37%	83.45%
Grenada	48.19%	51.17%	28.84%	82.27%
Dominica	50.21%	64.34%	24.72%	80.64%
Saint Kitts and Nevis	41.40%	48.42%	19.85%	78.37%
Saint Vincent and the Grenadines	37.54%	40.83%	19.31%	75.90%
Sao Tome and Principe	17.44%	14.12%	19.59%	72.62%
The Bahamas	11.54%	5.47%	5.40%	71.04%
Tonga	49.52%	54.42%	38.51%	69.77%
Cape Verde	33.63%	29.19%	38.15%	69.61%
Jamaica	37.23%	34.55%	23.01%	64.81%
Belize	23.38%	6.55%	30.41%	63.43%

Source: IAB Brain Drain dataset, Brücker H. et al. (2013).

High-skilled emigration can yield both positive and negative outcomes, contingent upon its scale and interaction with other factors. On the downside, it may impede growth in countries of origin by hindering the attainment of economies of scale in skill-intensive sectors and reducing the productivity of resident workers. Moreover, if these highly educated workers were trained domestically using public resources, it could have fiscal repercussions and diminish the returns to public investment in tertiary education.

However, brain drain can potentially transform into brain gain. As might be the case for Grenada, opportunities for employment abroad can amplify the expected returns to education for individuals, thereby fostering higher educational attainment within the country through higher incentives to accumulate human capital. Additionally, in numerous Caribbean nations,

remittances constitute a substantial portion of the GDP. Furthermore, high-skilled migrants can enhance access to capital, technology, information, foreign exchange, and business networks for firms in their countries of origin. Returning high-skilled migrants also play a pivotal role in knowledge transfer to their home countries (Beine et al., 2008; Clemens, 2009; World Bank, 2023). However, considerations on the costs and benefits of migration of skilled workers need to take into account the equity dimension: while doctors and nurses usually receive at least publicly financed education, remittances are usually sent back to specific private families; potentially exacerbating inequalities by increasing the wealth of the wealthier population groups as compared to the groups most in need (Aluttis et al., 2014).

4. DIASPORA IN THE US

Approximately 40.7 percent of Grenadians living abroad reside in the US. Unlike emigrants from other anglophone Caribbean countries, the Grenadian diaspora is not as concentrated in the US. However, the US remains by far the largest host country, with over 25,000 Grenadians (UNDESA, 2020).

The foreign-born population in the US amounts to about 11.9 percent of the total US population, the Caribbean population accounts for 1.08 percent and those born in Grenada represent 0.01 percent. The data used here and in the following paragraphs are drawn from the US American Community Survey (ACS), which allows to better understand the characteristics of the Grenadian diaspora and compare it with other immigrant populations in the US, in particular Caribbean immigrants. This survey is conducted yearly and contains a random sample of one in 100 people in the US population, which allows to study even a relatively small population such as Grenadians living in the US. More precisely, the 2018-2022 ACS five-year estimates contain a sample size of over 15.7 million observations, including a sample of over 1,300 Grenadians residing in the US.

4.1. SOCIO-DEMOGRAPHICS OF GRENADIAN MIGRANTS

Most Grenadian migrants arrived in the US earlier than immigrants from other countries, including those from the Caribbean. The median year of arrival for Grenadians is 1989, compared to 1998 for all foreign-born individuals in the US. Furthermore, the data suggest that the Grenadian diaspora in the US tends toward an older demographic, with a median age of 57 in 2022. This is notable considering their median age upon arrival was 22, which aligns with the median age upon arrival for Caribbean migrants. Lastly, Grenadian migrants in the US are more likely to be female compared to other migrant groups (Table 2).

Grenadians living in the US, on average, have a slightly higher level of educational attainment than their native-born counterparts and are equally likely to have at least a bachelor’s degree. They are also somewhat more educated than other Caribbean immigrants but less than the foreign-born population on average (Figure 7).

Among the 24.9 percent of Grenadians with a bachelor’s degree or higher, 60.7 percent are female, with a median age of 54 at the time of the interview. They predominantly arrived around 1986, suggesting an average age of around 18 upon arrival. Among those without a bachelor’s degree, 56.8 percent are female with a median age of 58 at the time of the interview. They were mostly around 1989, indicating an average age of 25 upon arrival.

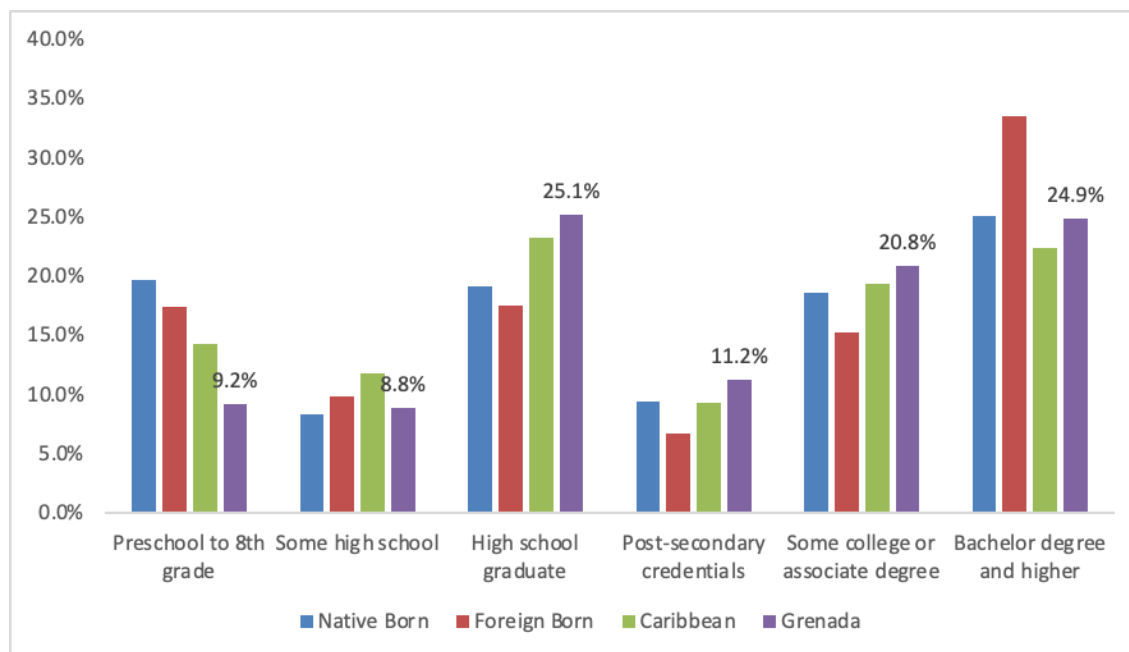
TABLE 2. SOCIODEMOGRAPHIC CHARACTERISTICS OF MIGRANT GROUPS IN US

	Native born	Foreign born	Caribbean	Grenada
Percent women	50.6%	52.7%	54.7%	57.8%
Median age	42	48	52	57
Percent of migrants with at least a bachelor's degree	25.0%	33.4%	22.3%	24.9%
Median year of arrival	N/A	1998	1997	1989
Median age at arrival	N/A	21	22	22

Source: American Community Survey, 2018-2022 five-year estimates (2022).

These data imply that there is not a significant diaspora of Grenadians who pursued higher education in Grenada and then sought jobs in the US. Mostly, Grenadians with tertiary education present in the US have completed their studies there. This tends to be an older diaspora that had been in the US for over 35 years at the time of the interview. This suggests that demand for educational opportunities, especially for women, may have driven this high-skilled emigration. For people with, on average, a high school degree, it seems they were trained primarily in Grenada before arriving in the US.

FIGURE 7. EDUCATIONAL ATTAINMENT LEVEL, BY MIGRATORY GROUP IN THE US



Source: American Community Survey, 2018-2022 five-year estimates (2022).

4.2. SECTORS OF EMPLOYMENT OF THE GRENADIAN POPULATION IN THE US

The Grenadian population in the US presents a higher likelihood of participation in the labor force compared to the non-migrant US population. Close to 70 percent of Grenadians in the US are in the labor force compared to around 60 percent for the US natives. They are also more likely to be employed compared to other migrant groups, including Caribbeans (Table 3).

TABLE 3. INDUSTRY OF OCCUPATION BY MIGRANT GROUP IN US, PERCENTAGES

	Native born	Foreign born	Caribbean	Grenada	Grenada - Native born ¹¹
Healthcare Support	1.63	3.01	5.96	8.36	6.73

¹¹ This column shows the difference between the proportion of Grenadians in these roles versus the proportion of native-born working in these positions; it shows by how much Grenadians are over or underrepresented.

Medical	3.43	4.18	4.36	7.09	3.66
Construction	2.48	4.36	3.30	5.90	3.42
Personal Care	1.55	2.3	2.27	3.51	1.96
Protective Services	1.3	0.76	1.58	2.84	1.54
Clean Maintenance	1.8	4.29	4.47	3.14	1.34
Unemployed	0.34	0.46	0.61	1.34	1.00
Transport	4.31	5.41	7.71	4.85	0.54
Repair	1.78	1.69	2.19	2.32	0.54
Social Service	1.07	0.87	1.21	1.19	0.12
Military	0.23	0.11	0.17	0.30	0.07
Financial	1.22	1.56	1.19	1.27	0.05
Extraction	0.08	0.05	0.02	0.07	-0.01
Computer and Math	1.63	3.67	1.29	1.42	-0.21
Business	1.98	1.99	1.46	1.72	-0.26
Farm Fish Forest	0.35	1.06	0.23	0.07	-0.28
Scientists	0.6	1.08	0.35	0.30	-0.30
Office Admin	6.65	5.78	7.17	6.35	-0.30
Education	4.02	3.68	3.27	3.66	-0.36
Other	0.97	1.01	0.63	0.60	-0.37
Legal	0.72	0.49	0.51	0.22	-0.50
Architects and Engineers	1.14	1.87	0.79	0.52	-0.62
Entertainment	1.32	1.36	0.90	0.45	-0.87
Production	3.03	4.57	3.68	2.09	-0.94
Food Prep	3.05	4.23	3.34	1.94	-1.11
Managers	5.34	5.61	4.25	3.73	-1.61
Sales	5.71	5.55	5.47	3.29	-2.42
Not in labor force	42.27	29.03	31.62	31.44	-10.83

Source: American Community Survey, 2018-2022 five-year estimates (2022).

The industry where Grenadians are most overrepresented compared to native-born Americans is healthcare support, a trend also generally observed among all Caribbean migrants. This category includes occupations such as medical assistants, aides, and home health aides. Additionally, Grenadian migrants show significant overrepresentation among medical staff – this category includes all healthcare practitioners and technical occupations, such as physicians, therapists, technicians, and nurses. Grenadians are also more likely than other Caribbean migrants in the US to be employed as medical professionals. These findings corroborate the suggestion that the emigration of healthcare workers from Caribbean countries, including Grenada, is indeed taking place (Sands et al., 2020; Lacarte et al., 2023)

Grenadian medical and healthcare professionals living in the US seem to be overwhelmingly female and of young age. Among the 207 professionals interviewed in these categories by the

ACS, 87.1 percent of them are women. This is consistent with the overall proportion of women in the US healthcare workforce, making up about 76% (McKinsey, 2023). As the overall women participation in the US labor force is about 56% (US Bureau of Labor Statistics, 2022), this indicates that the healthcare is a sector traditionally attracting more women, especially in nurses' specializations. The median age upon arrival in the US of professionals in these categories is 22, in line with the general Grenadian population in the US. This would indicate that some of them may have received their education before moving to the US. Having been trained outside and then moving would constitute a significant loss of human capital for the sending country. This underlines the importance of promoting both education and job opportunities for people interested in healthcare industries in Grenada, while highlighting the potential benefits of establishing GSP programs. Many are drawn to the US, as well as in Canada and the UK, in search of better employment conditions, wages, and career advances opportunities (ECLAC 2003, Jaupart 2023). This is particularly true for women, who may perceive better chances abroad.

5. LABOR MARKET AND HUMAN CAPITAL IN GRENADA

Grenada's economy has been transitioning from agriculture to a service-oriented economy in recent years, driven primarily by the expansion of its tourism and construction sectors. Employment patterns have shifted towards higher levels of education, reflecting the country's changing economic landscape (IMF, 2023).

Men have higher labor market participation rates. In 2021, Grenada's Labor Force Survey recorded a labor market participation rate of 67.1 percent overall; however, this figure is higher for men (73 percent) as compared to women (61.1 percent). Unemployment rates also show gender disparities, with 14.2 percent for men and 19.5 percent for women, leading to an overall unemployment rate of 16.6 percent (Central Statistical Office, 2023).

Women tend to have higher educational attainment. About 23.5 percent of the employed population has tertiary education, with a higher percentage among women at 28.9 percent as compared to men, at 19.4 percent (Central Statistical Office, 2023). As shown by Figure 8, working women are more likely than men to have reached higher levels of educational attainment. However, women are also more likely to be unemployed and outside the labor market. Promoting female labor market inclusion and employment could help address this imbalance and bring more skilled labor into the workforce. Overall, the population in employment seems to be more educated than the general population, which suggests a protective role of education against unemployment.

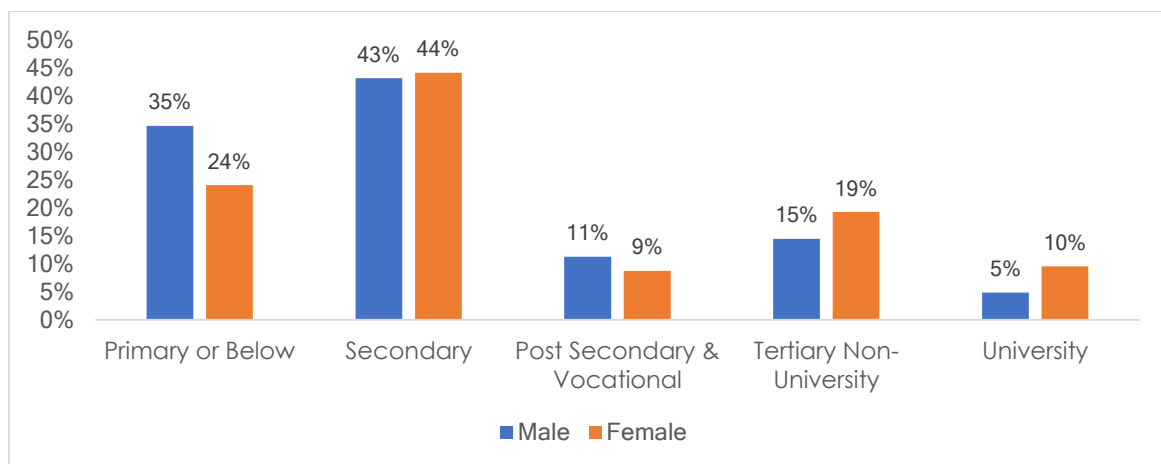
Youth unemployment is particularly high, with a significant proportion of the unemployed population being individuals who have never worked before. The economic inactivity rate for the 15-24 age group is 47.7 percent, reflecting significant disengagement from the labor market among the youths. The difficulty of transitioning to the labor market is also evident from the very high unemployment rate of people aged 15 to 24, which stands at 38.6 percent. At 26.4 percent, the high rate of unemployed youth having never worked before indicates substantial challenges in transitioning from education to the labor market. Enhancing local labor market opportunities for young people could potentially reduce emigration and mitigate brain drain.

The lack of adequate skills in the labor force is considered a critical issue by Grenada’s enterprises and employers. As shown in

Figure 9, 38.8 percent of enterprises identify an inadequately educated workforce as a major constraint, much higher than the LAC average of 23.3 percent and the world average of 19.9 percent (World Bank, 2010). A survey by the Grenada Employers’ Federation also highlights the demand for roles requiring high educational attainment, but low wages may drive emigration (UNESCO, 2020).

Despite high demand for high-skilled individuals, many leave the country, likely due to higher wages abroad. St. George's University¹² attracts many international students, as well as Grenadians, but two-thirds of graduates leave the country (UNESCO, 2020). This trend is particularly evident among medical students, who represent the majority of graduates.

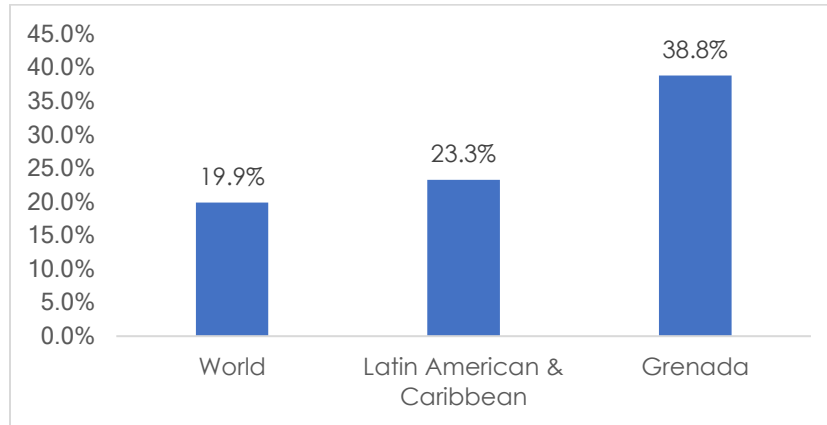
FIGURE 8. EMPLOYED POPULATION IN GRENADA, BY EDUCATION AND SEX



¹² Grenada’s St George University is a private institution with over 22,000 graduates. The most prominent program offered is the School of Medicine, but the university also offers several programs in the Arts and Science, Business administration and other science. More information at <https://www.sgu.edu/>.

Source: Central Statistical Office of Grenada, 2021 data.

FIGURE 9. PERCENT OF FIRMS IDENTIFYING AN INADEQUATELY EDUCATED WORKFORCE AS A MAJOR CONSTRAINT



Source: World Bank, Enterprise Surveys, 2010.

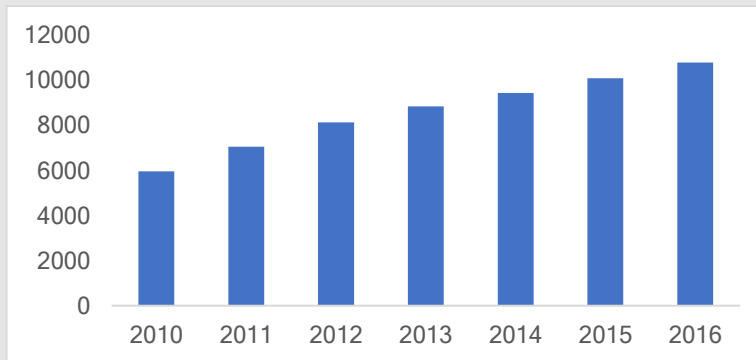
Box 1: Health Workers Deep Dive

Health workers play a vital role in national health systems, but Caribbean countries often feature low levels of health workers due to high rates of skilled emigration. The Sustainable Development Goal indicator 3.c.1 aims to track the density and distribution of health workers globally, as well as the migration of health workers and potential brain drain. To address these issues, the WHO has developed the National Health Workforce Accounts (NHWA) platform, which gathers data from member states (WHO 2023).

In Grenada, there were 5.7 nurses per 1,000 people in 2018, well above the WHO indicated threshold of 3 per 1,000 people and higher than the global average of 3.8 (WHO 2018). NHWA data show an upward trend from 3.6 nurses per 1,000 people in 2006, suggesting that there is no scarcity of nursing personnel or significant brain drain affecting this profession in the country. Conversely, the number of medical doctors in Grenada 1.3 physicians per 1,000 people - is below the WHO threshold of 1.5 physicians per 1,000 people and below the global average of 1.7. However, the number of medical doctors appears to be increasing. The WHO reported a stock of 160 medical doctors and 700 nurses in Grenada in 2018.

The number of Grenada-trained medical doctors working in the US is much higher than those working in Grenada. This figure went from just under 6,000 in 2010 to 10,800 in 2018. It should be noted that not all these doctors are necessarily Grenadian nationals, as St. George's University trains many international students. Nonetheless, this suggests that Grenada could significantly increase its stock of medical professionals by investing more in the retention of the doctors it trains, facilitating and encouraging their transition to the local labor market.

FIGURE 10. GRENADA-TRAINED MEDICAL DOCTORS LIVING IN THE US



Source: World Health Organization, National Health Workforce Accounts (NHWA), 2018.

6. GENERAL POLICY RECOMMENDATIONS

Based on the main findings provided in the first five sections of this note above, the following general policy recommendations have been identified:

Improve data collection on labor market needs and medical & education worker shortages. Strengthening the capacity of the Grenada Central Statistical Office to conduct more frequent and comprehensive labor market surveys that include data on industry-specific demand, skill gaps, and demographic breakdowns would help inform education and labor policymaking. Moreover, collaborating with educational institutions and healthcare facilities is crucial to establish a reporting mechanism that regularly assesses staffing needs and the availability of trained professionals in Grenada.

Improve post-secondary education and training, and promote youth employment. To promote employment and youth employment, address skills mismatch, and prevent the associated brain drain, it is crucial for Grenada to strengthen labor market information availability as well as enhance post-secondary education and training and career guidance programs. Improved and harmonized labor market information on vacancies and the skills required by firms and vacancies is needed to address skills mismatch and deficits. Grenada should invest in developing partnerships between educational and training institutions and industries in high priority sectors to ensure that the programs provided aligns with the actual needs of the labor market. This approach could include apprenticeship programs that combine classroom learning with on-the-job training to smooth the transition from education to employment, ultimately retaining more young professionals within the country.

Promote retention of professionals trained in the country. For medical professionals, specific incentives such as competitive salaries, opportunities for continuous professional development, and improved working conditions should be offered to retain talent. Additionally, establishing clear career progression paths and investing in advanced medical facilities can make working in Grenada more appealing. A focused strategy on retaining healthcare professionals could involve government-backed loan forgiveness programs for those who commit to several years of service within the country.

Promote female labor market inclusion and employment to fill skills gap. Despite higher levels of education, women in Grenada face higher unemployment rates. To address this, policies should target sectors where women are underrepresented and provide specific incentives for employers to hire and promote female employees. Additionally, implementing policies that support work-life balance, such as flexible working hours and maternal benefits, could enhance female participation in the labor market. Public awareness campaigns highlighting the success of women

in various professional fields could also help change cultural perceptions and encourage more inclusive hiring practices.

Maintain ties with the diaspora and foreign alumni. Leveraging the large diaspora can be beneficial for both economic development and the reduction of brain drain. Creating formal networks through which the diaspora can invest in local projects, participate in knowledge transfer, or contribute to the education sector through remote teaching programs are strategies that could be employed. Furthermore, engaging foreign alumni through professional exchanges, conferences, and investment opportunities in Grenada can help maintain strong ties and encourage the transfer of skills and knowledge back to the local community.

Leverage regional cooperation. As a community, CARICOM should negotiate access to labor markets with countries with a high demand for qualified labor. A labor migration observatory of the OECS could track the demand for labor, required skills, and the migrants already inserted in labor markets abroad. It is also essential to establish and strengthen social security agreements with the destination countries to ensure portability of benefits.

Migration policy and climate change. The natural environment of Grenada is under increasing threat. Environmental degradation, including the impact of natural disasters, is in many cases exacerbated by inadequate disaster preparedness, poor land use planning, enforcement and management of their natural resources. With the potential for increased migration due to climate change, it is imperative that all Caribbean countries, including Grenada, develop their capacity to manage these movements in a coordinated manner. This necessitates cross-country cooperation in data collection and analysis, protection-sensitive entry systems, reception arrangements, mechanisms for profiling and referral, differentiated processes and long-term solutions, and strategies for labor market inclusion.¹³

¹³ UNHCR. Submission by the United Nations High Commissioner for Refugees for the Office of the High Commissioner for Human Rights' Compilation Report - Universal Periodic Review: GRENADA. Source: <https://uprdoc.ohchr.org/uprweb/downloadfile.aspx?filename=7595&file=EnglishTranslation>

7. GLOBAL SKILLS PARTNERSHIPS

Numerous policy options are available to nations grappling with the challenge of brain drain and, among these, GSPs are increasingly recognized as an innovative and effective tool. GSPs do not operate in a vacuum and should be part of a holistic approach to skill development in Grenada. By aligning GSPs with other national development strategies, Grenada can create a robust framework that not only curtails brain drain but also contributes to the country's socioeconomic development through enhanced skill sharing and capacity building. This section examines the potential of GSPs to mitigate some of the adverse impacts caused by large-scale emigration of highly skilled professionals from Grenada.

7.1. GSP DEFINITION

A GSP is a bilateral labor migration agreement between an origin country and a destination country. As part of this arrangement, the origin country commits to training individuals in competencies that are both immediately and concurrently needed within its own borders and in the destination country. This initiative commonly comprises two distinct tracks: the “home” track, where some trainees remain within the origin country, thereby augmenting its human capital; the “away” track, where others relocate to the receiving country (Adhikari et al., 2021).

The destination country provides technological and financial support for the training programs, as well as broader systemic assistance, ensuring that the migrant population arrives with highly relevant skills, thus maximizing their contribution and facilitating rapid integration. As defined by IOM (2023), these partnerships are characterized by five key elements: 1) Formalized cooperation between states; 2) Engagement of multiple stakeholders; 3) Targeted training programs; 4) Recognition of acquired skills; 5) Regulated migration processes. These components collectively enhance the efficacy and sustainability of the partnerships, aligning them closely with both countries’ labor market demands and developmental strategies.

7.2. WHY DO GSPS MATTER FOR GRENADA?

Addressing skills shortages is a top political priority in Grenada, as defined by the Grenada’s National Sustainable Development Plan 2020 - 2035. The 2013 Grenada Labor Market Needs Assessment indicated a shortage of skills and lack of qualified workers, and similar results were confirmed through interviews with the private sector in 2020 (UNDP, 2021). More precisely, there is a significant gap between training and industry needs. Technical and vocational education and training (TVET) centers and facilities are not equipped to provide certifications in a wide range of skills, especially at the higher skill levels needed for the market (UNDP, 2021). Since most of the

labor force is comprised of private employees (43 percent) (Knight, 2021), the perceived shortage of skills is a considerable obstacle to employment in the country. This suggests that Grenada must undertake crucial reforms and significant investments to ensure economic growth, including improving provision of skills to the economy (WB, 2007).

As in other Caribbean countries, sustained high-skilled migration rates have the potential to adversely impact the availability of skilled workers. The human capital flight, estimated at 80 percent in Grenada (World Bank, 2020), may trigger a vicious cycle of low human capital leading to low productivity-low growth, followed by low employment generation. GSPs should be explored as a solution to reduce and even reverse brain drain due to new migration while preserving workers' mobility and providing needed skills at the destination. If the emigration of high-skilled migrants is better regulated under such programs, Grenada can benefit not only by the remittances but also by increasing the number of high-skilled individuals staying in the country, enhancing human capital, and access to new knowledge and information which could also be used to further improve the most strategic sectors for local development.

7.3. DESIGNING A GLOBAL SKILLS PARTNERSHIP FOR GRENADA

7.3.1. METHODOLOGY

GSPs can assume a wide variety of forms and there is no one-size-fits-all solution. This section follows the methodological framework developed by the World Bank and the Center for Global Development (2021) to inform the potential design of a GSP between Grenada and potential partner countries. The first step is to identify sectors that countries of origin and destination should focus on. Skill shortages, coupled with actual market demand are the first and most immediate elements that should drive the choice of suitable sectors in the country. The second step is choosing potential destination countries. The most important elements to consider are similar and concomitant labor shortages, existing foreign policy ties and cultural linkages. Following this structure, the section will identify sectors affected by labor shortages and skill mismatches in Grenada, while matching local labor demands with similar labor shortages in potential destination countries.

7.3.2. POTENTIAL SECTORS

In Grenada, there is a well-documented shortage of qualified workers in a vast array of sectors (Grenada Labor Market Needs Assessment 2013, UNDP 2021). The National Development Plan calls for the establishment of industry-run, government co-sponsored training centers in critical industries such as health, tourism, education, construction, ICT, and agriculture to develop the

skills of workers and managerial staff. Additionally, incentives to attract and retain teachers in STEM subjects are also viewed as integral to addressing the skills gaps.

Health. Grenada's health sector has the capacity to absorb skilled medical professionals in several areas. As shown in Chapter 4, Grenada has enough primary care nurses (5.7 nurses per 1,000 people in 2018), but it is facing important shortages of specialist nurses with training in dialysis, oncology, psychiatry, family practice, intensive care, geriatrics, and community health (World Bank, 2016). In 2020 alone, the sector lost 64 nurses to foreign markets. Indeed, because in-country specialized training is limited, nurses seeking advanced training go abroad. Overall, the country could absorb about 1,000-2,000 nursing assistants (UNDP, 2021). Additionally, interviews showed that the quality of services provided by nurses in Grenada has deteriorated over the years (World Bank, 2016), which makes the provision of higher quality trainings a concrete need for the country's healthcare sector. Grenada's medical doctors density has been improving since 1997 reaching 1.3 doctors per 1,000 people, but it still falls below the WHO threshold of 1.5 and the world average of 1.7 (WHO, 2021).

Education. Attracting and retaining qualified teachers in Grenada has been difficult, particularly in some critical subjects like Mathematics, Science, English and ICT (UNDP, 2021). The Grenada National plan views incentives to attract and retain teachers in STEM subjects as key to addressing skills gaps. Overall, there is a lack of training and certification for teachers. There are a total of 1,436 teachers employed in public schools (OECS Statistical Digest), but only 53 percent of the total number of teachers in Grenada have completed teacher training for teaching certification (Knight et al., 2021: 18). Grenada is also characterized by insufficiently trained instructors at higher qualification levels (UNDP, 2021). Moreover, it has been reported that certification in many of the skills offered is not aligned to market needs (Grenada National Development Plan 2020-2035). For this reason, Grenada's development strategy states that alternative pathways into teaching should be created to address the lack of motivated and skilled teachers.

Tourism. Data from the World Travel & Tourism Council (WTTC, 2021) illustrates that in the pre-pandemic period in 2019, Travel & Tourism accounted for 40.7 percent of total employment (23,800 jobs) and contributed 10.4 percent to GDP. Grenada touristic industry was severely hit by COVID-19. Travel & Tourism GDP contribution in Grenada declined 65.5 per cent, and tourism employment dropped by 33 percent, costing 7,900 individuals their jobs in 2020 (UNDP, 2022). However, Grenada' tourism-dependent economy continued to recover from the pandemic and growth is estimated to have reached 6.4 percent in 2022 and is expected to continue going forward led by activity in tourism-related sectors (IMF, 2023). The current labor market gaps in the industry include persons trained in hotel grade restaurant service, equipment handling, front desk customer service, line managers, kitchen assistants. Currently, management level jobs are largely filled by persons from outside Grenada. COVID-19 has created opportunities in the travel tour sector, with potential for people to fill missing posts as tour managers. Lastly, skilled persons

in the yachting industry are capable but uncertified making “Train the Trainers” programs an urgent requirement to deliver training as needed (UNDP, 2021).

Other sectors - Agriculture and Construction. The National Development Plan 2020-2035 considers a modern agricultural sector as a pillar of growth and emphasizes a role for youth involvement. It singles out nutmeg and cocoa production as having scope to up-scale value-added. Agro-tourism partnerships such as that between the Grenada Network of Rural Women Producers (GRENROP) and the Silversands resort, as well as current activities in the agro-processing sector, could be leveraged to build dedicated training in the framework of GSPs. However, agriculture is the smallest sector in the economy contributing only 6.31 percent of GDP in 2018 and employing only 11.6 percent of Grenada’s labor force (ECCB, 2019). On the other hand, the construction sector industry is very strong, and a potential source of continuing growth for Grenada. These sectors have less potential for high-skilled GSP as most of the labor force employed in destination countries in the field of agriculture and construction have generally been lower-skilled, and there is lower demand for high skilled workers in these fields in both Grenada and destination countries compared to health, education, and tourism. The US is for instance facing a labor surplus in the construction sector.

7.3.3. POTENTIAL GSP DESTINATION PARTNERS

The top destination countries of Grenadians and potential GSP partners is the US, followed by the UK and Canada. This is mainly due to either proximity, strong labor market, or political and cultural ties with the three destination countries. The generalized political interest in establishing regular pathways, coupled with similar labor and skill shortages in the same sectors, make these countries primary destination options for a GSP.

1. United States

The US is by far the first destination country for Grenada, with 40.7 percent of emigrants choosing the country in 2020 (see Chapter 3, figure 2). Grenadian migrants are already well employed in the US healthcare support system, constituting 8.4 percent of the total workforce in this sector.

Healthcare. While this kind of high-skilled emigration to the US is creating pressures and shortages in the Grenadian healthcare sector as shown in chapter 4, similar shortages are experienced in the US market. According to the BLS, employment of registered nurses (RNs) in the US is projected to grow by nine percent from 2020 to 2030 (3,356,800 jobs), which is about as fast as the average for all occupations. An average of 194,500 openings for RNs are projected each year, average, over the decade. Despite being the latest data from BLS, these figures were calculated prior to COVID-19, and the true number of openings for RNs is likely significantly higher.

Although enrollment in Bachelor of Science in Nursing programs increased by 5.1 percent in 2019, there still are not enough nurses to meet the growing demand (CGD, 2022). Moreover, the US is projected to suffer from an estimated shortage of between 37,800 and 124,000 physicians by 2034, including shortfalls in both primary and specialty care (AAMC, 2021).

Education. Grenadians' migrants are currently underrepresented compared to native born workers and the US is facing a shortage of teachers. Most US states have more vacant positions and/or more underqualified teachers in the classroom than in previous years. Nguyen et al. (2022) estimate there are at least 55,000 vacant positions and 270,000 underqualified positions in the US, accompanied by a decline or stagnation in enrollment for teacher certification programs for most states as well as a sharp increase in teachers leaving the profession in the early 2020s compared to the last decade.

Tourism. The leisure and hospitality sector, which includes tourism-related jobs, has experienced some of the highest quit rates and has struggled to fill positions. The U.S. Chamber of Commerce reported that this sector continues to have high turnover, with the accommodation and food services subsector facing quit rates consistently above 4.5% since mid-2022. Despite high hiring rates, the number of vacancies remains significant (Ferguson and Hoover, 2024). Additionally, many hotel workers who were laid off during the pandemic found jobs in other industries with better benefits and more stable working conditions. This has made it challenging for the hospitality sector to recover its workforce fully and the industry is expected to struggle with staffing shortages until at least 2025 (Mann, 2023; EHL Insights, 2023). Programs like the H-2B visa are crucial in addressing these shortages by bringing in seasonal foreign workers to fill gaps in the tourism and hospitality sectors. These programs help alleviate some of the labor pressures but are not a complete solution to the widespread shortages experienced across the industry (Alliance Abroad, 2024).

2. Canada

Healthcare. A 2018 analysis predicted a shortage of 117,600 nurses in Canada by 2030 (Scheffler & Arnold 2018). According to 2020 data, a third of registered nurses who provide direct care are 50 or older and nearing retirement (Registered Nurses' Association of Ontario 2021). Statistics Canada estimates that 32,295 regulated nurse positions stand vacant, with nearly half (46.5 percent) of vacancies for RNs staying open for 90 days or more (Statistics Canada 2021). This suggests that employers are having a hard time recruiting nurses, even as the demand for health services is increasing (Canadian Federation of Nurses Union 2022).

Education. As the retirement rates has accelerated and the number of teachers graduating has declined since 2000, a series of research outputs have documented a shortage of teachers in Canada (Alberta Learning, 2003; BCPSEA, 2009; Nova Scotia Department of Education, 2007). Over

the years, specialist teachers have been in high demand but short supply (Kitchenham and Chasteauneuf 2010). After the COVID-19 pandemic, the teacher shortage has reportedly worsened and schools in Canada are resorting to negative coping mechanisms such as recruiting uncertified teachers. For example, provincial data from British Columbia show a nearly threefold increase in the number of letters authorizing individuals without certification to serve as educators since 2019: in 2023, 303 such letters were granted compared with 92 in 2019 (Kshatri, 2024).

Tourism. The Canadian Tourism Human Resource Council (CTHRC) estimates that, by 2030, tourism labor shortages could surpass a quarter of a million jobs, costing the sector \$31.4 billion in foregone revenues and over \$4 billion in taxes (TIAC, 2014). Notably, the Tourism Industry Association of Canada (TIAC) makes specific recommendations to Create a Tourism Stream for the temporary foreign worker program similar to the agricultural stream to reflect the seasonal and regional needs of the sector.

3. United Kingdom

Healthcare. The Royal College of Nursing (RCN) highlights that the UK is facing record NHS nursing vacancies in a context of unprecedented demand (RCN, 2022). Nursing in social care is also in crisis, with increased workloads and almost 40 percent fewer nurses than 10 years ago (Skills for Care, 2021a). Persistent and severe nursing workforce shortages have been exacerbated by government policies that have failed to address the crisis effectively. Recent estimates show that without additional policy intervention and workforce planning, the nursing workforce will grow more slowly than it is currently or will decline, with a projected supply-demand gap of 140,600 nurses in the NHS in England by 2030/31 (Health Foundation, 2022). Importantly, the NHS has officially recognized the importance of overseas international recruitment in the health care system. From April 2020 to March 2023, the number of people arriving in the UK and starting direct care roles in the adult social care independent sector rose from 10,000 to 70,000 (Skills Care, 2022). As highlighted by the Care Quality Commission (2023), it is vital to train internationally recruited staff and make sure they are fully integrated into the service and community.

Education. Teacher vacancies in England have nearly doubled since before the COVID-19 pandemic, with a staggering 93 percent increase in vacancies up to February 2023 compared to the same period the previous year (NFER, 2023). The Education Policy Institute (EPI) highlights that the number of teachers in state-funded schools has not kept pace with increasing pupil numbers, leading to higher pupil-to-teacher ratios and rising teacher vacancy rates. Postgraduate teacher training recruitment has also been below target, particularly for secondary school subjects (Education Policy Institute, 2020; Maisuria et al., 2023). Factors contributing to the

teacher shortage include low salaries, challenging working conditions, high rates of retirement, and a decrease in the attractiveness of the teaching profession.

Tourism. A new analysis of staff shortages by the WTTC, has revealed a significant labor shortfall that could harm the sector’s recovery, with 205,000 Travel & Tourism jobs across the UK estimated unfilled in 2021. Over the next few years, the labor market is expected to remain tight with a forecast shortage of tens of thousands of workers (WTTC, 2022).

7.4. POLICY RECOMMENDATIONS ON GSP

7.4.1. KEY PRECONDITIONS FOR A SUCCESSFUL GSP

A successful GSP requires a series of preliminary elements to ensure mutual benefits for both origin and destination countries. Drawing on the GSP literature (Clemens and Gough, 2018; EMN and OECD, 2022; IOM, 2023) these general prerequisites are key to guaranteeing the success of a GSP pilot, whose specific components will be detailed in the following section.

Establishing solid communication channels and constructive working relationships with partner countries in migration, labor mobility and the relevant technical sectors of the GSP is key. This is a crucial preliminary step to effectively negotiate a GSP and establish clear, formal agreements between the origin and destination. Early dialogue and systematic cooperation lay the groundwork for the conclusion of specific agreements detailing the roles and responsibilities of each party, including the financial and technical support provided by the destination country for training in the origin country. Such a structured framework not only ensures accountability and clarity within the partnership but also reinforces the reliability of the cooperative efforts. Grenada enjoys constructive cooperation with US, Canada and the UK in the field of migration management and labor mobility, positioning those as suitable partner countries to negotiate a GSP. On the other hand, facilitation is needed and international organizations can play a significant role in steering targeted partnerships.

A multi-stakeholder approach and the active involvement of the government, education institutions and private actors should be pursued right from the start to ensure consistency. This includes support and coordination across the relevant ministries such as labor, education, immigration, and development. While a number of ministries are relevant and could be involved, there should be one “champion” ministry willing and able to take this forward. Additionally, engaging private sector employers and labor groups from both countries from the early stages of the GSP design ensures that the training meets specific job market needs and facilitates seamless integration of migrants. The Grenada’s national development plan recognizes that a whole-of-

society approach is key to address skills shortages, and both governmental and private actors should be involved in this endeavor.

Labor market analysis and forecasting are indispensable tools for designing curricula that align with the current and future needs of both origin and destination countries. In the context of rapidly changing market trends and technological advancements, effective labor market analysis provides critical data on the skills in demand, emerging sectors, and labor shortages, which is essential for developing educational programs that are directly relevant to market requirements. The Central Statistical Office of Grenada already plays a critical role in conducting labor market analyses and its capacities may be leveraged and further strengthened in the context of a GSP.

Leveraging and strengthening existing training institutions in the origin country is critical. These institutions can be public or private and should be involved from the outset to ensure that the training infrastructure is robust and sustainable. This also includes building local capacity through professional exchanges and capacity-building initiatives. Education is a key priority in Grenada, and the country counts on a solid tertiary education system, including trusted university institutions such as St. George’s University, which already positions itself as the largest source of doctors for the entire US workforce and the number one provider of new primary care doctors into the US each year. Furthermore, major TVET programs such as the New IMANI Program of the Ministry of Youth, Sports, Culture and Religious Affairs – training more than 2,300 per year (UNDP, 2021) – have great potential to be further strengthened and leveraged in the context of a GSP.

7.4.2. THE GSP DESIGN

Based on the current global experience, a pilot GSP model can be implemented at a small scale in the early phases, bringing around 100 trainees in the first cohort. These programs are usually divided between a “home track” of trainees that would be employed in Grenada, and an “away” track for those choosing to emigrate in the partner country. Smaller scale pilots are ideal so that assumptions inherent in the design can be tested and adapted. In the long run, given sustained demand for the identified categories of high-skilled workers (nurses, teachers, and tourism professionals), there is potential to scale the project to thousands of trainees per year, and even expand opportunities to other Caribbean countries that show similar migration and labor market characteristics.

In practice, the identified destination countries may invest in specific pilots in Grenadian industries where there is the most potential to implement shared curricula development. For instance, the UK could invest in training a group of RNs and older persons’ care nurses in Grenada, cooperating with local education and training institutions to align curricula. This step is particularly important, as training curricula should be jointly designed to address the precise skill

shortages common in the two countries. In parallel, the two countries could explore the possible creation of dedicated visa pathways to ensure that some of the qualified graduates, those on the “away” track, would be able to access opportunities in UK. Those on the “home” track would increase the low health worker density in Grenada and contribute to improved health outcomes. Canada could use its cutting-edge experience in education to train Grenadian teachers and educational leaders in cutting-edge pedagogical techniques, leadership, and curriculum development. The dual track approach of the program could allow educators to either apply their new skills in Grenada to improve local educational outcomes or prepare for career opportunities in Canada through additional training in Canadian educational standards, cultural nuances, and language skills. Canadian private sector technological expertise and online learning platforms to deliver these trainings could be leveraged. The US could extend its business expertise in the touristic sector to equip training participants with the necessary skills in sustainable tourism management, conservation, and hospitality, relevant to both Grenada and US labor markets. Trainees on the “home” track would enhance local eco-tourism and conservation projects, while those on the “away” track would be prepared for opportunities within the US eco-tourism industry. The collaboration would include support from US organizations in the form of expertise and advanced technologies for environmental management.

A GSP should foresee and design suitable mobility pathways. As the immigration system in the US tends not make visas available to address shortages in particular occupations, existing visa pathways such as the Exchange Visitor Program (EVP) and the H-2B visa could be used. Conversely, in the UK, ad hoc visas are available based on specific identified skills shortages, including nurses, teachers and tourism specialists, and could be leveraged in a potential GSP. In Canada a GSP could be accompanied by temporary work permits in relevant fields based on the model of the already established SAWP.

In addition to offering guaranteed employment at the end of the training program, the GSP model could allow or require participants in the “away” track to return to their country of origin for periods of time, granting greater development returns. However, this return component should be carefully designed and agreed between the two countries, as it might be incompatible with particularly severe skill shortages in one of the two. For instance, given the significant nurse shortage in the UK, the country may not agree to a return component of the “away” track. Moreover, return and reintegration might represent a whole new mobility and development component of the partnership, which would require additional planning.

7.4.3. TECHNICAL SUSTAINABILITY

General

To ensure overall long-term sustainability, it is key that GSPs are consistent with the development strategy of the origin country, as well as the overall skill development landscape.

Ad hoc pilot projects should be accompanied by broader development projects to strengthen local skill development systems. This is fundamental to potentially institutionalize and scale up the skill partnership, as well as effectively developing the local labor market so that the acquired skills are actually employable locally. Concurrently, well designed GSPs programs for Grenada would need to coordinate with skill development programs such the governmental IMANI Youth Employment Program, the Skills for Youth Employment (SKYE) project (funded by UKAid) as well as other development projects in the country, such as the World Bank OECS Skills and Innovation project¹⁴.

The private sector should be involved in all stages of the design of training curricula. A strong private sector engagement is not only needed to ensure that trainees have relevant and readily employable skillsets demanded by the market, but also to potentially bring more private investments into the GSP program. Involvement and financing of GSPs by private sector employers requires a positive cost-benefit calculation on their part, and they might be willing to invest more when they can be sure that trainings are relevant and effectively respond to their specific demands.

For the trained individuals to be successfully employed in the destination country it is needed that the certification obtained are promptly convertible, recognized and considered of sufficient high quality compared to people undergoing similar trainings at destination. To this end, skill recognition and micro-credentials systems should be in place. These conditions are fundamental so that the partnership is actually advantageous and sustainable in the long term for both countries.

A contingency plan should be included in the design of the GSP to identify potential challenges, address risks and mitigate adverse impacts. Sustainable GSPs need to take into account potential risks and their impact on the effectiveness of the program, which may even result in early suspension or termination. For instance, there may be students in the “away” track who cannot or will not migrate and students in the “home” track who will attempt to migrate, jeopardizing the original design and overall sustainability of the program. If not well designed, the program

¹⁴ World Bank, 2024. Available at: <https://www.worldbank.org/en/news/press-release/2024/01/11/-world-bank-supports-investment-in-youth-skills-and-innovation-in-oecs-countries>

may have to face challenges including the inability of students to complete required practical training, delays in job placements and unmet expectations. By anticipating and keeping the program design flexible, a GSP can remain resilient and adaptable, ultimately leading to successful outcomes for both origin and destination countries.

Developing a robust monitoring and evaluation (M&E) scheme is essential to assess the effectiveness of GSP programs. An M&E framework allows stakeholders to systematically track the progress and outcomes of the program, ensuring that it meets its objectives and delivers value to both the source and destination countries. By collecting and analyzing data on various aspects of the program, such as trainee performance, employment outcomes, and stakeholder satisfaction, an M&E scheme provides insights into what works well and what needs improvement in order to react quickly. Furthermore, M&E facilitates transparency and accountability, ensuring that all stakeholders, including trainees, trainers, employers, and funding bodies, are informed about the program's progress and impact. This ongoing assessment builds trust among partners and provides a basis for scaling successful initiatives and replicating best practices in other contexts.

Sector Specific

Health. ODA contributions should be channeled towards the strengthening of the overall health system of the origin country to enhance the quality of services delivered and working conditions. Concurrently, nursing trainings should be specifically designed to meet the need of some specific categories requested in destination countries for which visa are promptly available and that are at the same time in strong need in the origin country. For instance, to match the current nursing specialization needs in Grenada and available visas for nurses in the UK, it is suggested to look at specializations such as mental health, intensive care, and community care.

Education. One of the key challenges identified in the education sector in Grenada is that TVET trainers and STEM teachers lack the required skills to effectively deliver trainings. This implies that GSPs should be accompanied by Training of Trainers initiatives to build local skills and enhance ownership in a longer-term perspective. Concurrently, public-private partnerships are particularly important in this sector, as the education sector has been reported to be disconnected from the private sector (UNDP, 2021; IFC 2023).

Tourism. The correct design of training curricula is particularly important in this specific sector, as they should focus on building skills for higher level positions rather than low-middle skilled positions. Indeed, positions such as tourism manager, travel consultants, event planners are generally in higher demand in source markets; concurrently, these positions have a much higher potential to enforce a sustainable approach to eco-tourism (see further below: "Climate change

and adaptation”), as they could actively design sustainable touristic activities, compared to those lower-skilled position that do not have an activity managing / designing role.

Mainstreaming and cross-cutting themes

To ensure technical sustainability in each sector, some important cross-cutting themes should be mainstreamed in all skill development activities.

ICT and Digital Skills. ICT and digital skills are considered a priority in the Grenada national development strategy. As the country is transitioning to the fourth industrial revolution, ICT and digital skills are increasingly demanded by private employers as a base skillset for a vast array of different positions (IFC, 2023). As a result, all activities should include specific trainings for strengthening the digital competency of the trainees, making them flexible and ready to adapt to an increasingly digitalized working environment in all sectors.

Gender dynamics. In Grenada, although women are generally more skilled than men, they are less employed and less remunerated at parity of education and role (see section 4). The rate of participation of women in vocational trainings is considerably higher: on an average, female participation in competency-based training is three times as high as that of men (The Grenada National Training Agency (GNTA) Strategic Plan, as reported in UNDP, 2021). Gender imbalances in trainings and employment have the potential to hinder the development potential of the country. For this reason, GSPs should be designed taking into consideration gender dynamics, favoring higher inclusion of women in the labor market, while promoting higher participation of men in high-skill trainings. While one phase of the pilot may focus on female trainees to directly test the effectiveness of improved skill sets on women’s employment rates in Grenada, another component may specifically address the male labor force, favoring the acquisition of higher-level skills in sectors where male are underrepresented such as teaching (Knight et al., 2021).

Climate change and adaptation. Grenada is extremely prone to high risk of extreme weather events and rising sea levels. All training activities should take into consideration environmental adaptation challenges. This is particularly relevant in the touristic sector, where trainees should be trained in sustainable and ecological tourism practices to better meet the demand of employers in destination countries, where environment sustainability is also a top priority for employers and environmentally aware customers.

7.4.4. FINANCIAL SUSTAINABILITY

Besides being technically sustainable, a GSP needs to be financially sustainable. Evidence shows that the collective investments loss for origin countries can be significant: a study by Mills et al.

(2011) of nine sub-Saharan countries estimated that training doctors who are currently working abroad amounted to a loss of about \$2.17 billion. Such investment losses reflect into savings for the origin countries. It has been estimated that the total financial savings of recruiting doctors from abroad amounted to up to \$846 million for the US alone, effectively constituting a subsidy for wealthier countries' health systems (Mills et al., 2011). While GSPs can be financed in a number of ways, one of the guiding principles is that little to none of the financial burden should rest on the country of origin. This means that costs need to be borne by the country of destination itself, employers within the country of destination, and potentially also the trainees. Such a budget depends on the size of the GSP.

The most common source of funding for GSPs pilot programs is ODA budgets. To date, all pilots are being funded through ODA and multilateral organizations (CGD, 2022). OECD Development Assistance Committee (DAC) guidelines indicates that ODA may be spent on facilitating legal labor migration, as long as this ODA is spent in the country of origin (in this case Grenada). Grenada receives a significant amount of ODA from the three potential partner countries, with the following total envelope and focus sectors (Table 4, OECD Creditor Reporting System, 2022):

TABLE 4 – ODA TO GRENADA

Donor Country	ODA (US\$ m/year)	Sectors
Canada	\$1.497	<ul style="list-style-type: none"> • Education policy and vocational trainings • Material relief and food assistance • Democratic participation and women's rights • Multi-hazard response preparedness.
US	\$0.006	<ul style="list-style-type: none"> • Business Policy and Administration
UK	\$0.226	<ul style="list-style-type: none"> • Higher education and training • Agricultural development

Source: OECD Creditor Reporting System, 2022

International development partners with co-financing from the private sector could provide funding to cover the costs of a first GSP pilot. Experience to date seems to suggest that there is rarely sufficient trust in these types of migration partnerships from the private sector, the country of origin, or migrants themselves to substantially cover the cost of implementation, at least in the pilot stage. In Grenada, sustained financing is key as the majority of TVET programs are state funded and highly dependent on grants and loans from donor agencies. The impact of COVID-19

on government's revenue and its debt profile further worsened this dependence (UNDP, 2021). As a result, international development partners could step in to provide "seed funding" to cover the costs of the initial pilot through ODA resources. Co-financing from the private sector could also be leveraged to cover the costs of training under the "away" track. Operating such a cost-sharing structure would enable the pilot to cover its costs, while protecting it from potential political backlash (CGD, 2022).

8. CONCLUSIONS

High-skilled migration in Grenada presents a complex interplay of challenges and opportunities that could significantly impact the country's socioeconomic development in the medium to long term. The emigration of skilled professionals to richer countries like the US, Canada, and the UK contributes to depleting essential human capital in critical sectors such as healthcare and education. It could slow down economic growth by limiting the availability of a healthy and skilled workforce. On the other hand, it also has the potential to foster a more educated population motivated to invest in its human capital by the prospects of better opportunities abroad. Overall, while there are some indications of concomitant brain gain within the country, the challenge of brain drain remains significant and deserves careful policy consideration.

Addressing skills mismatches and other issues associated with high-skilled migration requires evidence-based and data-driven policies in key sectors. It is to improve the quality and frequency of data collection and analysis so that detailed labor market surveys and skills gap analyses can inform targeted policy interventions. Investments in education, particularly in STEM, healthcare, and green technologies, are essential. Public-private partnerships can help fund scholarships and apprenticeships, aligning educational outcomes with market demands. Additionally, migration policies should attract high-skilled workers to Grenada through competitive incentives and programs that facilitate the return of Grenadian professionals working abroad.

While high-skilled migration poses significant challenges to Grenada's development, it also offers opportunities for enhancing human capital and fostering economic growth. By implementing strategic policies focused on education, gender equality, sustainability and international cooperation, Grenada can effectively manage the complexities of high-skilled migration, turning potential brain drain into a source of brain gain and driving sustainable development.

Within a systematic approach that includes targeted investments and reforms in the country's skills development landscape, GSPs emerge as a promising policy tool to combat brain drain and address skills mismatches. By forming bilateral agreements with destination countries, Grenada can create structured pathways that facilitate the migration of skilled workers while enhancing local human capital. These partnerships involve targeted training programs that equip individuals with competencies needed both domestically and abroad. The dual-track approach would allow some trainees to remain in Grenada, augmenting the local workforce, while others migrate, fostering international cooperation and development. Implementing GSPs on a pilot basis can help test and refine the approach, eventually scaling up to benefit more trainees and sectors.

9. REFERENCES

Adhikari, S., Clemens, M., Dempster, H., & Ekeator, N. L. (2021). Expanding Legal Pathways from Nigeria to Europe: From Brain Drain to Brain Gain. World Bank and the Center for Global Development (CGD), Washington, DC. License: Creative Commons Attribution CC BY 3.0 IGO.

Alliance Abroad (2024), H-2B Seasonal Work Program: Out-of-Country Workers, <https://allianceabroad.com/programs/h-2b-seasonal-work-program/>

Aluttis, C., et al. (2014), The workforce for health in a globalized context – global shortages and international migration, *Glob Health Action*. 2014; 7, <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3926986/>

Association of American Medical Colleges (AAMC) (2021), The Complexities of Physician Supply and Demand: Projections from 2019-2034, <https://www.aamc.org/news/press-releases/aamc-report-reinforces-mounting-physician-shortage>

Brücker, H., Capuano, S., & Marfouk, A. (2013). Education, gender and international migration: insights from a panel-dataset 1980-2010. IAD – Methodology Report.

Carpio, C., & Fuller-Wimbush, D. (2016). The Nurse Workforce in the Eastern Caribbean: Meeting the Challenges of Noncommunicable Diseases. World Bank. Retrieved from <https://elibrary.worldbank.org/doi/abs/10.1596/978-1-4648-0830-2>

Central Statistical Office of Grenada. (2021). Labor Force Survey, Q2 2021: Basic Tables Results. Central Statistical Office of Grenada. Retrieved from https://stats.gov.gd/wp-content/uploads/2023/01/2021Q2_LFS_Basic_Tables_Results.pdf

Clemens, M. (2009). Skill Flow: A Fundamental Reconsideration of Skilled-Worker Mobility and Development. Centre for Global Development – Working Paper, No 180.

Clemens, M. (2015). "Global Skill Partnerships: A proposal for technical training in a mobile world." *IZA Journal of Labor Policy*. DOI: 10.1186/s40173-014-0028-z

Clemens, M., Gough K. (2018). A Tool to Implement the Global Compact for Migration: Ten Key Steps for Building Global Skill Partnerships, Center for Global Development, CGD Brief, Dec 2018

Defoort, C. (2008). Long-term trends in international migration: an analysis of the six main receiving countries. *Population*, 63, 285-317.

Dempster et al. (2022), Creating a Global Skill Partnership with Central America Using Existing US Visas, Center for Global Development (CGD), Policy Paper 272, October 2022

Docquier, F., Lowell, B. L., & Marfouk, A. (2009). A gendered assessment of highly skilled emigration. *Population and Development Review*, 35, 297–321.

ECLAC. (2003). Emigration of nurses from the Caribbean: causes and consequences for the socio-economic welfare of the country, Trinidad and Tobago: a case study. Economic Commission for Latin America and the Caribbean. Retrieved from <https://www.cepal.org/en/publications/27532-emigration-nurses-caribbean-causes-and-consequences-socio-economic-welfare>

ECCB – Eastern Caribbean Central Bank. (2019). Economic Statistics Database. Retrieved from <https://www.eccb-centralbank.org/statistics/dashboard-datas/> (Accessed 16 October 2019).

EHL Insights (2023), Hospitality Industry statistics to have on your radar 2024 <https://hospitalityinsights.ehl.edu/hospitality-industry-statistics>

Ferguson, S., Hoover, M., (2024), Understanding America’s Labor Shortage: The Most Impacted Industries, US Chamber of Commerce, <https://www.uschamber.com/workforce/understanding-americas-labor-shortage-the-most-impacted-industries>

Government of Grenada (2019), National Sustainable Development Strategy 2020 – 2035

ICTC (2024), Accelerating Canada's Workforce – Micro-Credentialing in the Digital Economy

IFC (2023), Promoting Private Sector-Led Growth To Foster Recovery And Resilience In The Caribbean, Regional Private Sector Diagnostic

IMF (2023). IMF Executive Board Concludes 2023 Article IV Consultation with Grenada. Retrieved from <https://www.imf.org/en/News/Articles/2023/07/18/pr23267-grenada-imf-executive-board-concludes-2023-article-iv-consultation-with-grenada#:~:text=Grenada%20tourism%2Ddependent%20economy%20continued,tourism%20rebound%20and%20construction%20activity>

International Monetary Fund. (2023). Grenada: 2023 Article IV Consultation-Press Release; Staff Report; and Statement by the Executive Director for Grenada. Retrieved from <https://www.imf.org/-/media/Files/Publications/CR/2023/English/1GRDEA2023001.ashx>

International Organization for Migration. (2019). Glossary on migration. International Migration Law, No. 34.

International Organization for Migration. (2023). Skills Mobility Partnerships: Recommendations and Guidance for Policymakers and Practitioners. IOM, Geneva. Retrieved from https://publications.iom.int/system/files/pdf/pub2023-002-el_skill-mobility-partnerships.pdf

IOM (2021), Migration, Environment, Disaster and Climate Change Data In The Eastern Caribbean – Grenada Country Analysis

Kitchenham, A., and Chasteauneuf, C. (2010), Teacher Supply and Demand: Issues in Northern Canada, Canadian Journal of Education / Revue canadienne de l'éducation , Vol. 33, No. 4 (2010), pp. 869-896, <https://www.jstor.org/stable/10.2307/canajeducrevucan.33.4.869>

Knight, V., Marshall, J., Depradine, K., & Moody-Marshall, R. (2021). Country review. Challenges and opportunities in the education system of Grenada. Serie Working Papers SUMMA. N° 10. Published by SUMMA. Santiago de Chile.

Lacarte, V., Amaral, J., Chaves-González, D., Sáiz, A. M., & Harris, J. (2023). Migration integration and diaspora engagement in the Caribbean: A policy review. The Migration Policy Institute and Inter-American Development Bank. Retrieved from <https://www.migrationpolicy.org/sites/default/files/publications/mpi-idb-caribbean-report-2023-final.pdf>

Mann, R. (2023), Three innovations to solve hotel staffing shortages, McKinsey&Company, <https://www.mckinsey.com/industries/travel-logistics-and-infrastructure/our-insights/three-innovations-to-solve-hotel-staffing-shortages>

McKinsey and Co. (2023), Women in the Healthcare Industry: An Update, <https://www.mckinsey.com/industries/healthcare/our-insights/women-in-healthcare-and-life-sciences-the-ongoing-stress-of-covid-19>

Mills, E., J., et al. (2011), “The financial cost of doctors emigrating from sub-Saharan Africa: human capital analysis”, BMJ, <https://www.bmj.com/content/343/bmj.d7031>

Mishra, P. (2006). Emigration and brain drain: Evidence from the Caribbean. International Monetary Fund. Retrieved from <https://www.imf.org/en/Publications/WP/Issues/2016/12/31/Emigration-and-Brain-Drain-Evidence-From-the-Caribbean-18662>

MPI. (2022). Caribbean Immigrants in the United States. Retrieved from <https://www.migrationpolicy.org/article/caribbean-immigrants-united-states>

Royal College of Nursing (RCN) (2022), Investing in Patient Safety and Outcomes Health and care nursing workforce and supply in England, Policy and Position Statements.

Sands, S., Ingraham, K., & Salami, B. (2020). Caribbean nurse migration – a scoping review. Human resources for Health, 18(1). Retrieved from https://www.researchgate.net/publication/339966206_Caribbean_nurse_migration-A_scoping_review

St. George's University, Facts and Figures, available at <https://www.sgu.edu/academic-programs/school-of-medicine/facts-and-figures/>

U.S. Census Bureau. (2022). 2018-2022 American Community Survey 5-year Public Use Microdata Samples.

UNDESA. (2020). International migrant stock 2020. United Nations, Department of Economics and Social Affairs. Retrieved from <https://www.un.org/development/desa/pd/content/international-migrant-stock>

UNDESA (2022). World population prospects 2022. United Nations, Department of Economic and Social Affairs, Population Division.

UNDP (2021). FUTURE TOURISM: TOURISM DIAGNOSTIC REPORT GRENADA.

UNDP (2022). Future Tourism: Tourism Diagnostic Report Grenada

UNESCO (2020). Policy Review: TVET Grenada. UNESCO. Retrieved from <https://unesdoc.unesco.org/ark:/48223/pf0000375699>

UNESCO-UNEVOC. (2019). TVET Country Profiles: Grenada. UNESCO-UNEVOC. Retrieved from https://unevoc.unesco.org/pub/tvet_country_profile_-_grenada_pub_final_may_20201.pdf (Accessed 30 July 2020).

United Nations. (2024). Definitions. Retrieved from <https://refugeesmigrants.un.org/definitions>

UNESCO (2020), TVET Policy Review

UNDP and ILO (2021), Transition From Education to Employment in Grenada

United Nations Statistics Division. (1998). Recommendations on statistics of international migration (Series M, No. 58, Rev.1). Retrieved from https://unstats.un.org/unsd/publication/SeriesM/SeriesM_58rev1e.pdf

US Bureau of Labor Statistics (2022), Women in the Labor Force: A Data Book, <https://www.bls.gov/opub/reports/womens-databook/2021/home.htm>

World Bank. (2010). Enterprise Surveys: Grenada 2010. World Bank Group. Retrieved from <https://www.enterprisesurveys.org/en/data/exploreeconomies/2010/grenada>

World Bank. (2023). World development report 2023: Migrants, refugees, and societies. Retrieved from <http://hdl.handle.net/10986/39696>

World Bank. (2024). Macro poverty outlook for Grenada: April 2024. World Bank. Retrieved from <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099635204042498475/idu12d3afefd1db241457f1bea1176922ace267a>

World Bank Group. (2020). Organisation of Eastern Caribbean States Systematic Regional Diagnostic Report. Number: 127046-LAC

World Health Organization. (2018). National Health Workforce Accounts (NHWA) Data.

World Health Organization. (2023). WHO report on global health worker mobility. Retrieved from <https://iris.who.int/bitstream/handle/10665/370938/9789240066649-eng.pdf?sequence=1>

