



# Anguilla National Social Protection Policy



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**Prepared by the Department of Social Development, Ministry of Health and  
Social Development  
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[http://www.hubert-herald.nl/UKAnguilla\\_bestanden/image010.jpg](http://www.hubert-herald.nl/UKAnguilla_bestanden/image010.jpg)

National flag:

[https://cdn.shopify.com/s/files/1/0090/5072/products/Country\\_Flag\\_of\\_Anguilla.png?v=1485376491](https://cdn.shopify.com/s/files/1/0090/5072/products/Country_Flag_of_Anguilla.png?v=1485376491)

Photo on page ii taken by the Consultant

# Preface

The development of this National Social Protection Policy has been a collaborative effort where we have tried to take into account the broad landscape of Social Protection in Anguilla. Social Protection can be defined in a general sense as *policies* and programmes designed to reduce poverty and vulnerability by promoting efficient labour markets, diminishing people's exposure to risks, and enhancing their capacity to manage economic and *social* risks, such as unemployment, exclusion, sickness, disability and old age.

The policy seeks to set out the framework for an integrated Social Protection system in Anguilla. The broader vision of the Policy is around helping Anguilla advance towards the 2030 Sustainable Development Goals, in particular those focused on social development. The aim is to ensure fairness and justice in service delivery, while respecting the views and inputs of rights-holders. The policy will assist Anguilla in its efforts to bring together the three main components of social protection into a single, coherent planning and response framework. The three main components include Contributory schemes like Social Security, Non-Contributory schemes such as Public Assistance and Social Services. This however is not just a policy on paper which will over time, collect dust on a shelf; rather, it is a living, breathing document which comes with a robust Action Plan and an ambitious M& E framework against which to monitor progress.

While we may think of the Department of Social Development as the lead agency for Social Protection, Social Protection actually cuts across a wide range of government departments, statutory bodies and non-governmental organizations. As such, we have involved a wide cross section of stakeholders in developing this policy. Social Protection falls within the remit of many entities, it is therefore critical that we have widespread buy-in to the goals of the policy and what we are attempting to achieve to ensure that we are able to operationalize the policy and to monitor progress towards agreed targets.

I wish to thank UNICEF for their support in developing this policy as well as the hard working staff of the Ministry and Department of Social Development.

***Mr Evans McNiel Rogers***  
***Honourable Minister of Social Development***

# Acknowledgements

The development of this policy would not have been possible without the hard work of many committed individuals. Firstly we would like to express thanks to UNICEF for funding the development of our National Social Protection Policy. In particular we would like to thank consultant Dr. David Cownie for his insightful drafting of the policy and Ms. Lyanna Harracksingh, UNICEF's Social Policy Officer for her invaluable contributions.

Senior officers in the Ministry and Department of Social Development worked assiduously to ensure the completion of this plan. A special thank you is extended to Permanent Secretary Social Development, Dr. Bonnie Richardson-Lake, Social Development Planner, Mrs. Kiesha Gumbs-Bibby, Commissioner of Social Development Mr. Sanford Richardson and his team for their steadfast work in ensuring that this policy was completed.

Very importantly we wish to thank our stakeholders in Social Protection. Social Protection falls within the remit of several governmental departments, statutory bodies and non-governmental organizations. We thank all stakeholders for their attendance at the series of meetings and consultations which contributed to the development of this comprehensive policy. We are grateful for your valuable feedback and recommendations. We look forward to working with all stakeholders to ensure that the policy is successfully executed.

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# Summary Sheet

Social Protection is defined as *the set of public and private policies and programmes aimed at preventing, reducing and eliminating economic and social vulnerabilities to poverty and deprivation*<sup>1</sup>. This National Social Protection Policy is multi-sectoral, supporting the development of a more comprehensive social protection system aimed to meeting these protection aims. It recognises the interconnectedness of social protection interventions, and the importance of understanding how one action affects another, thereby supporting both system efficiency and the effectiveness of our work. It recognises the centrality of family, community, good governance, and decent work in ensuring a protective landscape within which we endeavour to intervene.

The **purposes** of this Policy, and its attendant Plan of Action and Monitoring and Evaluation Framework, are to:

1. Strengthen integration across contributory and non-contributory social service delivery.
2. Enhance social protection mainstreaming in social services and economic planning, including labour marketing planning and policymaking.
3. Improve service delivery and reach.

Our **vision** is to support progress towards the Sustainable Development Goals (SDGs) 2030, with social protection playing a particular role in SDGs focused on strengthened livelihoods, poverty eradication, food security, healthy lives and well-being, education and lifelong learning, gender equality, social inclusion, and decent work within the context of the sustainable management of resources.

Our Policy **aim** is to deliver social protection services in a fair and just manner while giving voice to rights-holders.

The Policy's **main objective** is to *build an integrated system of social protection in Anguilla*. **Specific objectives** include the following:

- Enable the 2015 National Social Protection Act.
- Expand and strengthen contributory social protection schemes, including mechanisms of cross-subsidy that enable the expansion of services to all as the system grows over time.
- Make the non-contributory social protection system as responsive as possible to those in need, ensuring that no vulnerable persons and households are left behind through improved coverage.

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<sup>1</sup> [https://www.unicef.org/socialprotection/framework/files/Full\\_Social\\_Protection\\_Strategic\\_Framework\\_low\\_res\(1\).pdf](https://www.unicef.org/socialprotection/framework/files/Full_Social_Protection_Strategic_Framework_low_res(1).pdf)

- To the extent that households need cash transfers through non-contributory social protection services, expand the scope of programming to include those just above the poverty line and vulnerable to falling into poverty, and continue transfers until households are less vulnerable to falling into poverty.
- Strengthen the mainstreaming of social protection in social services, climate change adaptation and economic policymaking and planning that play a critical role in building Anguillian society. Over time, this will reduce the demand for non-contributory social protection services.
- Devote considered attention to gender equality and social inclusion in social protection programming, effecting substantive change through practical actions while focusing broader attention to how social protection mainstreaming can advance gender and social inclusion objectives.
- Help strengthen labour market programming with particular attention to youth employment and a living wage.
- Enable shock-responsive social protection programming.
- Strengthen links between social protection and labour market programming.

The central means of social protection remain: 1) productive work that yields sufficient income and expands choice; 2) strong families; and 3) the socio-cultural ties that bind us together as Anguillians. Through enabling contributory social protection systems, social protection mainstreaming in social and economic development, and ensuring well-targeted and sufficient reach of non-contributory schemes, the national social protection system contributes to each of these. This brings us together as a people, and makes us stronger as a nation.



# Executive Summary

## Our National Commitment

Anguilla's current social protection landscape is strong, having improved over the past few decades within the context of a stable political system, a sound policy environment, expanded access to public services, and efforts to diversify the economy. Economic policy has resulted in increasing rates of formal sector employment and a reduction in the number of households living in poverty. Nevertheless, the global financial crisis that began in 2008 and the devastation brought about by Hurricane Irma in 2017 are reminders that all Anguillians are vulnerable to unpredictable events and the ebb and flow of the world economy and changing international political dynamics.

Those living in poverty, and those who are living in near poverty conditions, are especially aware of these vulnerabilities, and experience the many negative implications. Climate change programming, economic policy and practice, disaster risk planning and response, social service delivery, infrastructure planning and expansion, trade, aid, loans and investments, culture and the arts -- each have a role to play in lessening vulnerability and building a stronger Anguilla. This is consistent with the commitment to human rights enshrined in the Constitution of Anguilla (Anguilla Constitutional Order 1982; Government of Anguilla, 1982).

We owe it to ourselves, and to our fellow citizens and other persons living in Anguilla, to do what we can to reduce these vulnerabilities and protect our people in the face of these uncertainties. And we recommit to protecting those in need, in the context of understanding our common vulnerability and our shared vision for a better Anguilla.

## Background to Social Protection

Under the 1949 Act, Anguilla's social protection focus was on assisting vulnerable persons via non-contributory social protection programming. Over time, it became evident that this was not sufficient to meet the protection needs of Anguillians, and as a result the range of social protection programmes in place has expanded over time. Today, social protection includes innovative programming targeting broader social needs (e.g., support for day care and pre-school education), expanded co-ordination with agencies providing a range of social services in the context of more coherent development planning, and improved liaison with social insurance schemes such as social security.

With the advent of the 2015 National Social Protection Act, Anguilla has the opportunity to further the advances it has made by building a more coherent, multi-sectoral social protection response, expanding access to social insurance schemes, and improving the targeting and reach of non-contributory schemes.

## Emergent Social Protection Approach

This Policy intends to enable the National Social Protection Act of 2015. The focus is on strengthening so-called *non-contributory social protection* service provision, including

enabling the innovations as reflected in the Act. The Act covers non-contributory social protection programming, one of three elements that form the basis of an effective social protection system. This Policy therefore also intends to strengthen the role of social insurance schemes, or so-called *contributory social protection* services, in lessening economic vulnerability and building resilience. And this Policy intends to build a coalition committed to the *incorporation of social protection planning and response in the provision of social services* and, over time, economic development.

*Bringing these together, this Policy builds on three pillars:*

1. *Non-Contributory Social Protection:* Strengthening non-contributory social protection services, across departments and ministries and agencies, expanding reach to cover those living above the poverty line but vulnerable to falling into poverty and enhancing the voice of those who are targeted for these services.
2. *Contributory Social Protection:* Expanding the reach of contributory social protection schemes, and expanding the types of services offered.
3. *Social Protection Mainstreaming in Social Services:* Expanding the ‘footprint’ of social protection policymaking and planning throughout social services.

As integration proceeds and is strengthened during implementation of the short-term Plan of Action, this will expand to encompass more robust engagement in labour market policy-making, economic planning, and integrated development planning. Eventually, the aim will be to expand social protection mainstreaming into the economic arena.

## **Policy Commitment**

In preparing this Policy, Government organised wide ranging consultations with a wide variety of stakeholders from Government, civil society, and other non-state actors. This reflects both Government commitment to effecting this Policy, and to ensure that various individuals, interest groups, and agencies have a role to play.

*Through this Policy, the Government of Anguilla commits to:*

- strengthening the integration of contributory, non-contributory and social services within a social protection framework;
- providing adequate financing to social protection in a fiscally responsible manner;
- ensuring that the legal and regulatory framework enables this Policy;
- employing a human rights-based approach to social protection; and
- striving to meet our obligations under international conventions.

*In implementing this Policy, Government further commits to the following:*

- As part of a human rights-based approach to social protection, engaging with the public as rights holders, deserving respect, empathy, kindness and acceptance and strengthening the social contract between government and citizens. This means employees duly paying into social security and other contributory mechanisms, it means employers ensuring that payments are duly made for these schemes, it means

following the rules, it means speaking out. And it means exercising rights as a citizen or resident to support fairness and equity in social protection reach.

- The establishment and enabling of a Social Protection Floor focused on a minimum income and livelihood security for all, support for basic services, and the expansion of contributory services. It means committing to meeting its obligations under international conventions. And it means committing to achievement of the Sustainable Development Goals.
- Implementing a ‘do no harm’ approach that does not damage what already works, that does not undermine effective social norms, that builds social capital, and that enables other policies.
- Implementing a gender-responsive life-cycle approach to social protection programming. The needs and rights of infants vary from those of adolescents, young adults, working age populations, and the elderly. It varies across girls and boys, women and men, single and married, large households and small. Cross-sectoral programming that recognises these varied needs is the most effective way of proceeding on social protection programming.

We hereby commit to making progress on activities indicated in the rolling short-term Plan of Action (each covering three years for successive periods), learning from reviews and evaluations as implementation proceeds, and taking actions accordingly.

## **Concluding Comments**

This Policy is aspirational in its objective of sector integration. It intends to strengthen Anguilla’s transformation of the social protection sector into a more coherent response that will, in the medium- to long-term, improve the financing and sustainability of the sector, allow the expansion of services, and better target households and people vulnerable to poverty. It supports the expansion of contributory schemes, in particular in terms of medical needs, that currently represent a disproportionate burden to non-contributory social protection services. And it aims to strengthen the ability of the country to prevent the worst effects of, and effectively respond to, external shocks, whether they be environmental, social or economic.

This Policy is also aspirational in its objective of implementing a rights-based approach to social protection that approaches all social protection questions in terms of how people, as rights-holders, can understand and secure their rights. The 2015 Act represents a major departure from the 1949 Act specifically in terms of people’s right to information and the right to be involved in decisions that affects one’s life. And it represents a major departure in terms of how duty-bearers view their responsibilities.

And this Policy is aspirational in its objective of mainstreaming social protection, initially in social services, and eventually in climate change adaptation and economic policymaking and planning in a manner that ensures due attention to social protection, *and* recognition that social protection, as implemented under this Policy, offers a powerful return on investment.

At the same time this Policy is realistic. Anguilla is an open economy and international trends can dramatically affect revenues and, as a result, expenditures, and therefore the ability of the country to meet its financial obligations. This also affects businesses and households, which are subject to the same vulnerability facing the country as a whole. Social



protection operates within such a framework. If, for example, the tourism sector is overburdened by taxes to finance a new health insurance scheme, both tourists and businesses may go elsewhere. If labour legislation is felt by businesses to overburden cash flow and profitability, levels of economic activity and tax revenue may go down rather than up. Similarly, if planned expenditures have to be diverted due to hurricane recovery costs, investments in social development may go down rather than up.

In such an environment, improvements to the social protection system are focused on improving the efficiency of delivery, enhancing system sustainability in particular through expanding contributory schemes, and mainstreaming social protection into social services, economic planning and disaster risk planning and response.



# 1 Social Protection Policy, Plan and M&E Framework

## 1.1 Introduction

Social protection systems in Anguilla are relatively strong, building on effective governance, expanded access to public services, and a diversifying economy. Growth in formal sector employment and a reduction in the number of households living in poverty was especially robust in the early 2000s.

Nevertheless, as an open and small economy, Anguilla is vulnerable to a changing international landscape. The global financial crisis of 2008 and the damage done by Hurricane Irma in 2017 resulted in major challenges to the country that continue to resonate to this day. A number of people interviewed during the preparation of this Policy noted that the hurricane uncovered unexpected levels and patterns of vulnerability that remained from the 2008 recession. Conversely, the hurricane also underlined the importance of building resilience in Angullian households and in Government's response. This means protecting all families in Anguilla -- anyone can fall into poverty -- and reaching people in need when they still have options to improve their lives.

Within a framework of responsible national economic planning and budgeting, this Policy is intended to support a process whereby coverage by contributory schemes expands to reach the vast majority of people residing in Anguilla in an affordable manner, thereby allowing non-contributory schemes to focus much of its attention on those who are vulnerable. When combined with the provision of high quality education, health, child development and other social services that strengthen the overall protective environment, Anguilla will have a strong social protection environment that yields a solid return-on-investment. This is consistent with the UNICEF definition of social protection that considers not just how to protect the very poor and most vulnerable, but also how to reduce risk and protect the country as a whole: the set of public and private policies and programmes aimed at preventing, reducing and eliminating economic and social vulnerabilities to poverty and deprivation (UNICEF, 2012).

In such a framework -- with improved targeting and better coverage by contributory schemes -- social safety net services, herein referred to as 'non-contributory schemes', could be expanded to reach beyond those unable to meet basic needs to build resilience among vulnerable groups.

## 1.2 Social Protection Policy

This Policy will enable the Social Protection Act of 2015, which focuses on non-contributory social protection services offered by the Department of Social Development. The Policy also aims to bring into the social protection framework other social protection programmes operated by a range of departments, ministries and agencies. And it aspires to strengthen implementation of the Social Security Act of 2006, the implementation of a National Health Fund, the development of a National Unemployment Insurance Scheme (there is already a temporary scheme in place following Hurricane Irma), and the development of other means of contributory social protection. Similarly, it also supports implementation of a range of acts and policies that govern social services.

In so doing, the Policy will assist Anguilla in its efforts to bring together the three main components of social protection into a single, coherent planning and response framework. These three components comprise:

1. *Contributory schemes* -- that is, social protection schemes where people pay into the system, including allowing for cross-subsidies and coverage of parties that may not have been in a position to pay in the scheme in full. This includes Social Security, pension schemes, retirement programmes, unemployment insurance, medical insurance, and similar.
2. *Non-contributory schemes* -- that is, social protection schemes that do not require monetary inputs from recipients. This includes a range of support offered by the Department of Social Development, but also services provided for free by other departments, including dental care for school aged children and immunisations, and means tested support for HIV treatment and school feeding schemes.
3. *Social services* -- that is, social protection through social service delivery aimed at empowering individuals, including pre-schooling, education, primary health care, curative health care services, and similar, and the mainstreaming of social protection into social service planning and delivery.

It is also recognised that there is no better means for a household to build a future than reliable employment with adequate pay. Labour market planning and relevant labour market interventions are therefore an important contributory factor supporting effective social protection, placing due emphasis on youth employment and employability. The skills set required for this are such that they will not be found from within the social protection system, but rather requires effective liaison with relevant agencies by those guiding implementation of the National Social Protection Policy.

### 1.2.1 Policy Purposes

In implementing the Policy, Government commits to working in collaboration with its partners to enable the Social Protection Policy. Policy **purposes** comprise three overlapping core implementation streams:

1. Strengthen integration across contributory and non-contributory social service delivery.
2. Enhance social protection mainstreaming in social services and economic planning, including labour marketing planning and policymaking.
3. Improve service delivery and reach.

*Through this Policy, Government* will strengthen the integration of contributory, non-contributory and social services within a social protection framework. The emphasis is on expanding contributory schemes to an extent that the demand for non-contributory schemes declines. This is particularly important in terms of reducing the burden of health service provision.

*Through this Policy, Government* will strengthen its human rights-based approach to social protection.

*Through this Policy, Government* will support the right of universality in protecting all citizens and other persons living in Anguilla, and will endeavour to improve targeting and reach for those in need of non-contributory services.

*Through this Policy, Government* will strive to meet its obligations under international conventions signed on its behalf by the Government of the United Kingdom and agreed by

Anguilla, to establish a Social Protection Floor, and to chart progress against the relevant Sustainable Development Goals. Government also commits to reviewing conventions and optional protocols that it has not yet agreed to with an eye to signing on.

*In implementing this Policy, Government has adopted a ‘do no harm’ approach that does not damage what already works, does not undermine positive social norms, builds social capital, and enables other policies.*

### **1.2.2 Guidelines**

*Guidelines governing implementation of our Policy include:*

1. Building on the strengths of our government, our communities, our culture and our people.
2. Achieving obligations as stated in international conventions, protocols and internal agreements extended to Anguilla.
3. Realising a human rights-based approach to social protection.
4. Responding to the multi-dimensional nature of poverty and deprivation.
5. Recognising and responding to patterns of disadvantage in gender, vulnerability, belonging-status, exclusion and disempowerment and accounting for these in our work.
6. Better integrating social protection into climate change adaptation planning and programming, disaster preparedness and response, and meeting our obligations as climate change affects the lives of those we serve.
7. Following a life cycle approach that allows the matching of social protection services with needs for infants, children, adolescents, young people, working people, the retired and elderly across women and men, single and married, and across ability.
8. Working effectively with development partners and organisations, including access to support as a territory of the United Kingdom, and as a developing country with the right to seek support from the United Nations and its agencies.
9. Collecting and utilising the data required to measure progress against our targets.
10. Committing to learning from good practices and mistakes.
11. Effectively mainstreaming social protection into social services and national development.

### **1.3 Social Protection Plan of Action and Monitoring and Evaluation Framework**

*This Policy is supported by two linked documents:*

1. A Plan of Action for Social Protection
2. A Monitoring and Evaluation Framework for the Social Protection Policy

The Plan of Action is a ‘rolling’ document, updated annually at the end of the financial year in response to developments over that timeline. It is divided into three phases: a) short-term (years 1-3); b) medium-term (years 4-7); and c) long-term (8+ years). The Plan only elaborates the actions for the short-term, although these short-term actions include steps taken to support longer term objectives.

The Plan of Action is for Social Protection, but is *not* specific to the Department of Social Development’s workplan or budget. Instead, it includes actions that cover a range of ministries and departments, as well as independent authorities. Funds are not allocated to this Plan, rather the Plan draws on sectorally allocated resources and reflect commitments from these agencies. The only exceptions to this are when funds are sourced from agencies

such as the United Nations, in which case the item is tagged as coming from an external source.

A concise Monitoring and Evaluation (M&E) Framework has also been developed that elaborates the approach to monitoring and evaluation. Monitoring covers routine monitoring and ‘higher order’ monitoring of the short-term Plan of Action items, internal and external evaluation for the short-term Plan of Action, and more elaborate monitoring and evaluation thereafter. This employs a ‘results chain’ framework commonly used in development interventions (see the Organisation for Economic Co-operation and Development’s Development Assistance Committee, OECD DAC, 2012) covering inputs, activities, outputs, outcomes and impacts. However, the ‘who what why when and how’ of measurement will be in the Plan of Action, linked to each planned activity.

Evaluation covers both internal evaluation actions and external evaluations. Internal evaluations entail annual reviews of performance, coupled with the updating of the Plan of Action, while external evaluations will ideally take place by an independent agency, with the first one taking place prior to the end of the first three years of Plan implementation. This will allow it to inform the next short-term plan, and reconsidering medium-term and long-term plans. This would be repeated towards the end of each three-year planning cycle.

## 2 Context

### 2.1 Overview

Anguilla is a British Overseas Territory, the same status as the other Caribbean territories of Bermuda and the British Virgin Islands, Cayman Islands, Montserrat, and the Turks and Caicos Islands<sup>2</sup>. Anguilla is responsible for its own domestic affairs, while external affairs and defence are handled by the United Kingdom. In 1980 Anguilla seceded from St. Kitts and Nevis to become first a separate British Crown Colony, and later an Overseas Territory<sup>3</sup>. The Constitution was adopted in April 1982, and subsequently amended in 1990; it is currently undergoing review and public consultations (2018). Anguilla is also an Associate Member of the Caribbean Community, the Organisation of Eastern Caribbean States and is in the Eastern Caribbean Currency Union.

Anguilla is a Parliamentary Representative Democratic Dependency, headed by a Chief Minister, with a Governor appointed by the Monarch of England. There is an Executive Council (cabinet) consisting of the Chief Minister and three other ministers, as well as the Attorney General, the Governor and the Deputy Governor. There is a unicameral House of Assembly with eleven members, seven of whom are elected by direct popular vote, two of whom are ex-officio members and two of whom are nominated by the Chief Minister ([http://www.caribbeanelections.com/ai/education/government\\_structure.asp](http://www.caribbeanelections.com/ai/education/government_structure.asp)). The judiciary comprises the High Court, the Magistrate's Court, and the Eastern Caribbean Supreme Court which is the Court of Appeal (Morlachetti, 2017).

The 2011 census (Government of Anguilla, 2015b) found a population of 13,572 persons<sup>4</sup> across 4,935 households; this included 'belongers' (citizens), and 'non-belongers' (non-citizens). Some 22% of the population was aged 0-14, and another 14% were aged 15-24. Only 9% of the population was aged over 64 years of age. Life expectancy at birth is estimated at 84.2 years for females and 78.9 years for males.

Of the total population counted in the census, 56.1% were born in Anguilla and 43.9% were born outside of the territory. Of those born abroad and living in Anguilla at the time of the census, almost 20% were under the age of one when they were brought to Anguilla (see Morlachetti, 2017). Unofficial projections suggest that the population will approach 16,000 during 2018 (<http://countrymeters.info/en/Anguilla>), and exceed 17,000 by 2020 (<https://www.livepopulation.com/country/anguilla.html>), but the reliability of these estimates is uncertain. The population growth rate was estimated at just under 2% per

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<sup>2</sup> There is a total of fourteen British Overseas Territories: Akrotiri and Dhekelia; Anguilla; Bermuda; British Antarctic Territory; British Indian Ocean Territory; British Virgin Islands; Cayman Islands; Falkland Islands; Gibraltar; Montserrat; Pitcairn Islands; Saint Helena, Ascension and Tristan da Cunha; South Georgia and the South Sandwich Islands; and the Turks and Caicos Islands. See [https://en.wikipedia.org/wiki/British\\_Overseas\\_Territories](https://en.wikipedia.org/wiki/British_Overseas_Territories).

<sup>3</sup> The history of Anguilla is complex. On 27 February 1967 Britain granted the territory of St. Kitts, Nevis and Anguilla the status of an 'associated state', with its own constitution and a degree of self-government. This was followed by resistance to this new arrangement by Angullians until, on 30 May 1967, Angullians forced the Royal St. Kitts Police Force from the island. On 11 July 1967 a referendum was held and Anguilla seceded from the 'associated state' arrangement and declared itself independent, governed by a legislative council. Considerable uncertainty followed until Anguilla was allowed to secede from St. Kitts and Nevis in February 1976. On 19 December, 1980, Anguilla was formally disassociated from St. Kitts and Nevis and became a separate British Dependent Territory, with measured autonomy from the United Kingdom. See <http://www.gov.ai>; [https://en.wikipedia.org/wiki/History\\_of\\_Anguilla](https://en.wikipedia.org/wiki/History_of_Anguilla).

<sup>4</sup> There are various figures used across a range of documents. For this Inception Report, the numerical figure comes from the housing report from the census itself. In some cases, percentages come from other reports that are based on a slightly different number. In these cases, numbers are not used, but instead percentages are provided.

annum from 2001 until 2011. Just over half (50.4%) of the population were female, with 49.6% being male. A very high 39.6% of all households are female-headed<sup>5</sup>.

It is a small territory, only 91km<sup>2</sup> in size, and no more than just over 5 kilometres across at its widest point and 26 kilometres long. There are a few outer islands, but most of the land area is on the main island.

While primary data are unavailable, interviews conducted during the development of the Policy highlight high but weakening levels of social cohesion within the country. Assimilation of newcomers is viewed as having gone well throughout the country's history, but somewhat stressed by high numbers of in-migrants coming in the second half of the 2000s, and with continued in-migration of generational Angullians in particular from the Dominican Republic, a common destination for out-migration some years ago. There were also mixed assessments of subtle tensions associated with belonging status. Even within belonging, some tensions were noted between island-born belonging and belonging born off island. There is also some reported emergent minor tension around Spanish-speakers and English-speakers, despite the fact that many of the Spanish-speakers were generational Angullians. There are no empirical data to confirm any of these tensions, but the issue was raised on repeated occasions.

While a new poverty assessment is planned 2018 or 2019<sup>6</sup> that would yield important insights, unfortunately current figures on poverty and vulnerability date back to 2007. The figure pre-dated the dramatic economic decline that affected the entire world from late 2008, and is therefore unlikely to reflect the current situation. It also does not accommodate the impacts of the decline in the tourism sector due to Hurricane Irma. With these provisos in mind, the 2007 study showed a poverty rate of 5.8% (that is, the percentage of individuals living below a poverty datum line), a dramatic drop from 23% in 2002<sup>7</sup>; the child poverty rate was higher at 7.2%<sup>8</sup>. Vulnerable persons, that is, those earning 1.25 times the poverty line rate or less, comprised an additional 17.7% (Kairi Consultants, 2009a), meaning that almost one-quarter of the population was either living in poverty or vulnerable to poverty.

The percentage of Angullians classified as 'indigent' in 2007, that is, unable to meet even basic food needs (calculated at around US\$2.50 a day), was zero, compared to 2% in 2002. Per capita income in 2015 was estimated at just over USD22,000. Economic growth from 2013 through 2015 averaged 3.1% (Caribbean Development Bank, 2016). The 2015 Country Gender Assessment (CDB, 2015) found it likely that female-headed households were more likely to have fallen into poverty than male-headed households due to the recession.

The 2010 Millennium Development Goals report for Anguilla (see Caribbean Development Bank, 2016) noted that Anguilla had achieved the basic Goals of MDG 2 (universal primary education), MDG 4 (child mortality), and MDG 5 (maternal health), and was on track to achieve both MDG 6 (HIV&AIDS and other diseases) and MDG 7 (environmental

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<sup>5</sup> The figure is likely to be higher because it excludes 'de facto' female-headed households, that is, households where a male is declared as the head, but is absent.

<sup>6</sup> Financing is being sought with support from the Organisation of Eastern Caribbean States' Commission under the CDB-financed Enhanced Country Poverty Assessment Programme.

<sup>7</sup> The Country Gender Assessment (CDB, 2015) notes that actual poverty rates were likely around 15% due to the recession, which would imply that many of those who were classified as 'vulnerable' fell into poverty during the recession. It is likely that there was a similar effect due to Hurricane Irma.

<sup>8</sup> OECS Commission and UNICEF, 2017. *Child Poverty in the Eastern Caribbean Area*, prepared by the Commission of the Organisation of Eastern Caribbean States in collaboration with the UNICEF Office for the Eastern Caribbean Area, Morne Fortune, Castries, Saint Lucia.

sustainability). Other Goal-relevant data were unavailable at the time of the 2010 assessment to consider progress against targets, and were therefore not reported.

Available data across the MDGs suggest that Anguilla is focused on achieving gender equality objectives, and recognised the challenges it faces in this regard. Gender matters are co-ordinated by the Gender Affairs Unit in the Ministry of Health and Social Development. The Unit only comprises a single officer, supported by a Gender Working Group and Focal Points, all of whom have their main responsibilities in addition to this role. The response is in a nascent stage, and the Gender Assessment notes a range of concerns about the ability of the gender infrastructure to meet its obligations. In a situation which the assessment notes as the ‘feminization of economic insecurity’, reflected in the differential impacts of the recession on male- versus female-headed households, the importance of a strong gender response for effective social protection is paramount (also see Caribbean Development Bank, 2016 which refers to vulnerability to unemployment and poverty [Section 1.10] “with women disproportionately represented in the lower segment in the labour market”). Gender-based violence and sexual harassment are felt to be serious problems in Anguilla, although data are unavailable (see Caribbean Development Bank, 2016 and CDB, 2015).

“Anguilla’s economy is small, open with limited product diversification and highly vulnerable. These structural features pose special development challenges” (Caribbean Development Bank, 2016). Anguilla’s economy has been dramatically transformed over the past forty years, with high growth rates and the rapid expansion of social services. While male out-migration was historically common, it is no longer the centrepiece of the Anguillian economy. Tourism is a major contributor to the economy, although dependence on tourism as a source of income is not as severe as it is in some neighbouring countries, notably Antigua and Barbuda. The construction industry, linked heavily to tourism developments but also public infrastructure and, now, hurricane recovery, has grown in economic importance, and represents an especially important source of employment for males, as is small scale trade often linked to tourism as well (see CDB, 2015). The rise of Anguilla as a banking centre was severely set back by the 2008 recession, but the banking sector is undergoing considerable reform under the 2016 Banking Act and the financial sector is again growing in importance.

Financial and business services and hotels and restaurants represent the greatest contributions to Anguilla’s Gross Domestic Product (GDP) (Caribbean Development Bank, 2016). In addition to diversification within the tourism sector and a focus on the growth of tourism with Anguilla as an eco-friendly destination, the country aims to focus attention on fisheries, with particular attention to value-addition in the sector, as well as small and medium enterprise development.

Anguilla does not have minimum wage legislation, nor the legal instrumentation to establish and protect a wage floor for workers (see CDB, 2015). Interviews conducted during preparation of the Policy suggest that, in the post Hurricane Irma period, wage security has worsened especially for women who are more reliant on seasonal tourism-related employment. There is, however, a draft bill for an updated Labour Code, and this covers minimum wage (Sections 63-70), wage protection (Sections 44-62), leave (Sections 71-83), protection from discrimination including sexual discrimination (Sections 109-122), and employee rights in the case of unfair dismissal (Section 86). The legislation would also tighten regulations around child labour and strengthen Anguilla’s compliance with international conventions on child labour (Sections 123-131). The legislation also makes clear the right of labour unions to be formed and operate; unions are largely absent from the landscape in Anguilla (Sections 185-237) (see Government of Anguilla, 2018). The Criminal Code elaborates a number of forms of child labour, including forced labour, child trafficking,

commercial sexual exploitation of children, and the use of children in illicit activities. The Employment of Children (Restriction) Act sets the age of 18 for hazardous work, while the Employment of Women, Young Persons and Children Act sets the minimum age for work of 14. However, there is no list of the types of work defined as hazardous, making it difficult to prosecute under the Employment of Children (Restriction) Act (see US Department of Labor, 2014).

## **2.2 Planning Framework**

Current planning falls under the 2016-2018 Medium-Term Economic and Fiscal Plan (issued in 2015; Government of Anguilla, 2015a) aimed at sustaining recovery and ensuring that the country is compliant with the Framework for Fiscal Responsibility agreed in 2013 with the Government of the United Kingdom (within the context of Anguilla's status as a British Overseas Territory). This Plan is anticipated to give way to a 'Long-Term National Sustainable Development Plan', however the devastation of Hurricane Irma meant that funds allocated to this planning activity were reallocated instead to recovery. The timeline for any future Long-Term Plan remains uncertain. For this reason, this policy aligns with the 2016-2018 Medium-Term Economic and Fiscal Plan as an interim development plan.

The Medium-Term Plan highlights the importance of financial stabilisation and recovery, and building a viable foundation for economic growth. It also highlights the centrality of what is referred to as the 'social environment', considering social services, social protection and human development. Considered attention is devoted to reforming the education sector and focusing more attention on:

- the quality of education delivery;
- an emphasis on youth and sports development to both widen opportunities and help overcome the emergence of negative trends (e.g., gangs, crime);
- universal access to quality social services and a specific focus on improving the quality of health service delivery;
- better tackling non-communicable diseases; and
- social protection systems that help overcome the multi-dimensions nature and effects of poverty and vulnerability.

## **2.3 Summary Comments**

The overall profile of Anguilla is that of a small, open economy highly dependent on tourism and associated businesses, but one where substantial economic growth and development has taken place over the past four decades. Fiscal reform, undertaken in collaboration with the Government of the United Kingdom, is viewed as central to stabilising the economy and avoiding the more harmful effects of global recession. With solid social services delivered with increasing efficiency, a focus on improving the quality of these services, and attention to poverty alleviation and targeted assistance, social services and social protection are aimed at reinforcing economic and fiscal reforms.

## 3 Social Protection in Anguilla

### 3.1 Overview

Social protection as currently approached in Anguilla encompasses non-contributory social protection services, mostly comprising those delivered by social development, but also by other ministries, and cross-agency and cross-sectoral programming aimed at broad-based social protection, such as efforts to improve the quality of and access to day care services. It has not historically included integrated planning with contributory schemes such as social security, with engagement largely based on practical issues such as ensuring that someone applying for assistance does not have funds that could be obtained from social security. Similarly, its engagements with the social service ministries and departments have largely focused on discrete programmes aimed at protecting those in need (e.g., school-fee) or improving the social protection aspects of issues falling under their mandate (e.g., day care which intersects with education), rather than integrating social protection into social service planning and delivery overall.

The 2015 Social Protection Act (Government of Anguilla, 2015 -- Act No. 2 of 2015) largely focuses on non-contributory schemes offered by the Department of Social Development. This is not necessarily a problem, as contributory social protection is already covered by enabling legislation, as are other social services. However, what is missing is elements in the Act that would enable sectoral integration (e.g., the Board is focused on reviewing cases for non-contributory social protection services rather than on strategic matters), mainstreaming of social protection in social services and economic and labour planning, and means to support the expansion of contributory schemes. As a result, the structures and functions of the Department of Social Development remain focused as before, rather than restructured in a manner that would enable the Policy. The implications of this are discussed below.

### 3.2 Non-Contributory Social Protection

#### 3.2.1 Background

Until 2015 social protection programming was administered under the provisions of the 1949 Hospital and Poor Relief Act. As the name implied, the 1949 Act was focused specifically on persons unable to meet basic needs with no one else to turn to but the state. Those who received services had no rights under the Act except to receive the service or not, and channels to demand services if eligible and refused was not enshrined in the 1949 legislation.

The Anguilla legislation came out of the poor act policies of the United Kingdom (UK). Following World War II, the UK shifted its approach to social development to consider the rights of persons to services. This took some time in the UK itself, and took further time in the Overseas Territories. Within Anguilla, pressure to revise the Act came from three sources: 1) growing recognition within the Government of Anguilla that the 1949 Act was not consistent with human rights-based legislation and practices, itself coming from engagement with international and regional agencies; 2) Anguilla acceding to international conventions with a human rights basis following signature by the UK; and 3) widespread recognition within Anguilla that the 1949 legislation no longer met the needs of the country.

Anguilla passed the Social Protection Act in 2015 (Government of Anguilla, 2015; Act No. 2/2015), which repealed the Hospital and Poor Relief Act. This Act specifically focuses on non-contributory social protection services, the bulk of which are administered by or in association with the Department of Social Development.

### 3.2.2 Current Non-Contributory Social Protection Under the Department of Social Development

Social Protection in Anguilla is co-ordinated through the Department of Social Development in the Ministry of Health and Social Development. The Department is responsible for a range of non-contributory social protection interventions, and also tracks non-contributory schemes run by other agencies (see Annex D). The vision of the Department is as follows:

To develop our capacity to ensure a sustainable level of social services support thereby empowering individuals in the community to live productive and fulfilled lives.

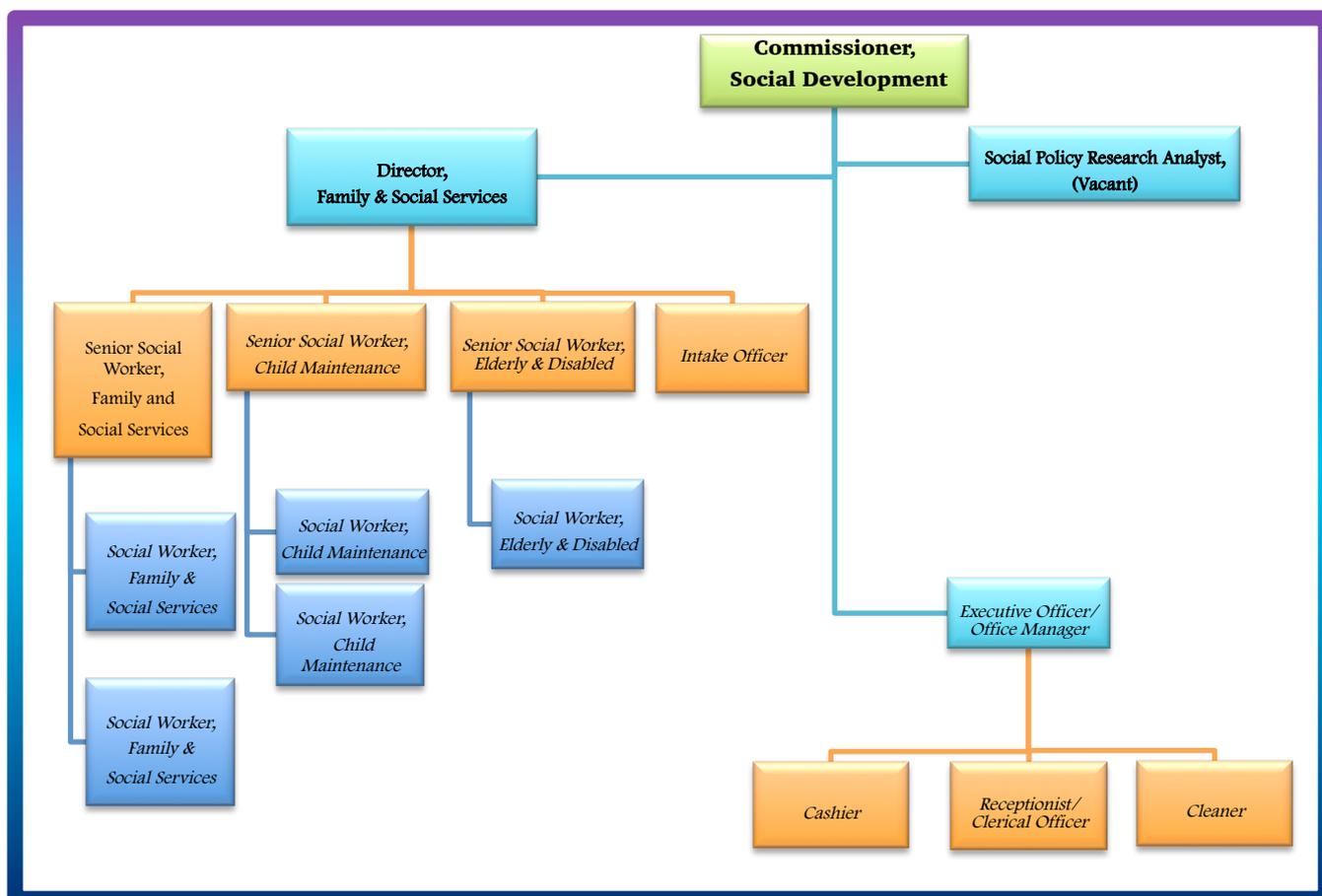
*The mission of the Department is as follows:*

To provide holistic services to the community aimed at improving and sustaining the whole well-being of individuals, through the use of a team of highly skilled and motivated staff, working in partnership with other agencies.

The Department also liaises extensively and regularly with other agencies involved in both non-contributory and contributory social protection services, including on a case management basis.

*The structure of the Department of Social Development is as follows:*

**Figure 1: Structure of the Department of Social Development**



\* Also falling under the Ministry of Health and Social Development is Health, Prisons, Probation Services, Sports, Youth and Culture, Gender Affairs, Lands and Surveys and Physical Planning. It is one of four government ministries.

Structurally, the Department is enabled by the Act, with officers focused heavily on the provision of services as defined by the Act. The single post of Social Policy Research Analyst has the potential to play a role in integration and mainstreaming, although its orientation is not towards these activities as currently described.

Services offered by the Department of Social Development, often working in association with other departments and ministries, include: adoption services, public assistance, educational assistance, medical exemption support, local and overseas medical treatment, food vouchers, water assistance, funeral grants, legal aid referrals, case referrals, elderly and disabled support, family and social services covering child protection (physical abuse, sexual abuse, child neglect, emotional abuse, behavioural problems) including foster care and emergency relocation, support to families, housing or accommodation assistance, marital counselling, domestic abuse, child maintenance, utilities assistance, and periodic special initiatives. The various services on offer are included in Annex D.

Regarding the focus of the Social Protection Act, in terms of the content of offerings for non-contributory social protection, the Act didn't actually change the focus of social protection programming as it was being offered prior to the Act. As was the case under the Hospital and Poor Relief Act, the aim was to ensure that those who applied for non-contributory assistance were well targeted because they had virtually no other avenues to solve their problems. Section 11 sub-Section 3, for example, lists all the relevant supporting materials required, including proof of citizenship (although under Section 21 this can be waived), land ownership, shareholding investments, and proof of any other sources of income (social security, pension, remittances, bank statements), reflecting the focus on individuals without other avenues to resolve their problems. The main contribution of the Act from a human rights point of view was the inclusion of a clear appeals process, combined with the establishment of a Board to oversee screening of applications, that clearly laid out channels and procedures.

While some discretion is offered to reach people based on need and not necessarily need compared to all assets, it does not allow for a sustained focus on vulnerability to poverty (see Section 13). Further, it does not allow continued support for those who emerge from poverty or resolve a particular need to protect them from falling back into poverty.

*In terms of who is eligible for non-contributory social protection services, the Act notes that eligibility for assistance is based on (Section 10):*

1. being a believer; or
2. is the spouse of a believer and has lived in the house of the believer for three or more years; or
3. is the guardian of a dependent who is a believer of Anguilla and is resident in Anguilla for no less than ten months per calendar year and is not in prison.

Under these terms, non-believers who do not meet the requirements under the Act's statement of eligibility are not eligible for social protection services under the Act from the Department of Social Development. The numbers in need of these services but who are not eligible is unknown. Non-believers who do not meet the criteria under points 2 or 3 are eligible for social services provided by other departments, including immunisation, education, and access to emergency care. However, Clause 21 of the Act allows the Board to

provide benefits to someone who does not meet any of the criteria of eligibility in cases of particular need. But this can only be offered for three months.

The recent UNICEF report on migration in the Caribbean (see Morlachetti, 2017) noted that the third option above, which would apply to non-belonger residents, has not been employed since the enactment of the 2015 Act, and therefore that no persons in need who are non-belongers have been reached; levels of need are not known. The report on statelessness focuses on the lack of definition of a resident, noting that 10+ months a year is required. They point out that the number of years for this is not defined, or if it refers to the most recent year or something else.

Overall, findings highlight the difficulties facing non-belongers in need of assistance.

### 3.2.3 Financial Allocations: Non-Contributory Social Protection

The relative allocation of resources for each area of support is reflected in the following figure:

**Figure 2: Financial Allocation Across Non-Contributory Social Protection Arenas (2015-2017)**

Assistance	2015	2016	2017
Public Assistance	769,000	670,400	663,400
Medical Exemption	1,477,357	1,217,993	1,236,699
Dialysis	215,5230	2,863,790	1,593,700
Foster Care	97,400	81,000	68,000
Educational Assistance	10,939	0	7,281
Food Vouchers	49,095	46,550	0
Social Protection Board	26,400	18,000	24,000
Water	2,360	2,600	2,520

\* In Eastern Caribbean dollars. Exchange rate set at EC2.68 to US1.00.

The table shows the high costs associated with medical assistance in the absence of a medical insurance system in the country, and the unexpected rise in costs that can occur with just a few cases of persons in need (e.g., the change in costs for dialysis from 2015 to 2016). The table also shows the very small amounts on offer from some services, possibly reflecting a lack of reach for those in need (e.g., public assistance, water support).

## 3.3 Non-Contributory Social Protection Offered by Other Ministries and Departments

### 3.3.1 Introduction

While the Social Protection Act of 2015 covers non-contributory social protection offered by the Department of Social Development, it does not make reference to the broader social protection network offered by other ministries. However, the Department of Social Development's annual reporting does include elements that involve the Department working with the Ministry of Education.

### 3.3.2 Education

The 2012 Education Act requires that all children aged 5-17 living in Anguilla (belongers and non-belongers) attend school, provided by the state via public schools, via private schools, and via home schooling.

While school attendance is required as part of the right to education, this right is challenged for non-belongers as the Education Department requires a letter from the Immigration Department granting permission, and a receipt for payment of the immigration permit of approximately USD380 for the child. Children whose parents cannot afford to pay, or who cannot secure the letter from the Immigration Department, are not allowed to attend school. This applies largely to non-belongers who have brought a child to Anguilla, as those born in Anguilla to non-belonger parents can have the fee waived upon submission of a copy of their birth certificate and proof of immunisation; no numbers are available at this time on how many non-belonger children this affects.

The education sector's policy is to mainstream all children, including those with behavioural, learning, and physical challenges, who are able to attend school<sup>9</sup>. At primary level, there are three counsellors who are responsible for dealing with a range of psycho-social issues. There are also counsellors providing similar support at the country's only secondary school. If a child is seen as 'disruptive', a counsellor can recommend referring of the child to the Pupil Referral Unit. There the children receive more supervised instruction, with smaller class sizes and more one-on-one attention. Children can also be referred to the Workshop Initiative for Support in Education, where the child would receive both academic and vocational training.

The School Health Survey of 2016 found that 23.4% of students aged 13-17 contemplated suicide in the year before the survey, a figure that underlines the importance of skilled counselling services. The figure is twice as high for female as male students, underlining the importance of gender-responsive counselling systems (Ministry of Health and Social Development, 2017).

The few who are not able to be mainstreamed are assessed and, in discussions with their families, are catered for by relevant units. This includes the Developing a Vision for Education Unit at Alwyn Alison Primary School that caters for those with 'severe' communications problems and mobility disabilities. Children who are assessed as 'moderately' physically disabled are catered for at Orealia Kelly Primary School, while those with emotional issues are supported at the Adrian T. Hazell Primary School.

There are also plans to expand the English as a Second Language programme targeting the large number of Spanish-speaking children, as well as other language speakers. A facility was completed at the Adrian T. Hazell Primary School for Spanish-speaking children who have limited English skills, while this will eventually extend to all primary schools; data on reach are not yet available. There are plans to hire a secondary school speech and language specialist, but at the time of preparing this act this had not taken place.

Day care attendance for children under the age of three is supported by the Department of Social Development, with 104 children attending day care aged 1-2 (out of an estimated 655+ children, or under 20%). Further, the Public Assistance Programme administered by the Department will be expanded from primary school to also cover pre-primary schooling for those aged 3-4. This will include early screening of children for signs of language/speech

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<sup>9</sup> The majority of information in this section comes from the Education Development Plan, Ministry of Education, 2015.

and health issues that may warrant additional support, and expanded school health reach serves to pre-primary schools and higher numbers of health checks. There are plans to introduce a pre-school counsellor, and a speech and language specialist. A means tested school feeding has been introduced, but at this juncture only reaches two schools.

### 3.3.3 Health

Access to health services for children aged 0-15 is subsidised, with charges at 50% of the normal rate. Children attending school and seeking health care services during school hours (essentially via referral from the school), they are eligible for exemption from any fees, and from the costs of some laboratory tests; actual reach is uncertain, as is access to free medicines. This holds for both citizens and non-citizen residents. Dental services are fully covered by the state for children aged under fifteen (see Morlachetti, 2017). Adults, however, pay different fees based on citizenship versus residency (including residents of other eastern Caribbean countries), while fees are also higher for non-residents. Under the Child Protection Act of 2018 as it currently reads, once enacted, adolescents aged over thirteen will be able to secure services related to sexually transmitted diseases, substance abuse, pregnancy and similar confidentially, with the aim to ensure that more adolescents seek such services.

Under the National AIDS Programme, those who are found to be HIV positive are eligible for treatment with anti-retrovirals at no cost if they are unable to pay for the services. Mother-to-child transmission has been eliminated, and pregnant women who are HIV positive receive anti-retrovirals throughout their pregnancy.

In 2016 the Ministry of Health and Social Development finalised the National Non-Communicable Diseases Action Plan, in recognition that the prevalence of these diseases had become the number one health challenge in Anguilla. The focus has been on prevention, and included an emphasis on young people being physically active and eating right, building healthy lifestyles early on. The costs of treatment were illustrated by dialysis alone, where twelve patients cost an average of USD2.8m in 2016 alone.

The Health Authority also has Community Health Aids that are based out of the health clinics. They conduct home visits to the elderly, check on people who are ill or homebound, and similar. Public health nurses also provide community outreach for post-natal services.

### 3.3.4 Child Protection Services

The Department of Probation in the Ministry of Health and Social Development deals with children in conflict with the law, and is responsible for oversight of the Zenaida Haven facility. The Royal Anguilla Police force also deals with cases of children who are perpetrators or victims of crimes (UKAid and UNICEF, 2015); the Department of Social Development manages foster care for children in need of care and protection in case of violence at home, referred to as the Alternative Care Programme.

The Domestic Violence Act (Government of Anguilla, 2015) includes provisions for protective orders and maintenance orders for affected children, while the Criminal Justice Reform Bill (Government of Anguilla, 2018b) includes language intended to prevent child trafficking and child prostitution in response to meeting its obligations under the Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography (see United Nations, 2015 and see the Convention itself under United Nations, 2014).

The CRC requires that children in conflict with the law be treated with dignity and worth, taking into account their age, and endeavour to reintegrate them into society. Children

should not be placed in confinement except as a last resort. In Anguilla, children in conflict with the law are governed under the Probation Act, the Juvenile Act, and the Juvenile Courts Act. The latter two acts refer to children aged up to 15 years; children aged 16 and 17 are subject to the same criminal justice system as adults. The focus is on rehabilitation and reintegration into society. The Zenaida Haven Juvenile Rehabilitation Centre was opened in 2009, and focuses on residential care for persistent male juvenile offenders aged 12-17, as well as at-risk young males. The Centre provides a range of services aimed at reducing offending and anti-social behaviour and reintegrating them back into their communities (see UKAid and UNICEF, 2015). Detention of males far outweighs detention of females (from 2009-2014 85% of children detained were male). There is no Rehabilitation Centre for girls.

### **3.4 Contributory Social Protection Services**

The main system of contributory social protection in Anguilla is social security. The Social Security Act was passed in 1980 (Government of Anguilla, 1980). Social Security targets those of retirement age, 65, and all those who are employed or self-employed are required to pay into the fund. For those who turned 65 but who did not contribute into social security, there is a Non-Contributory Old Age Pension that is aimed at those aged 68 and older who cannot care for themselves. Social Security also includes disability payments for those who have paid into the system for those who have paid into the system for three years or more. This is reviewed annually to confirm continued disability in case someone is able to go back to work.

While the Act is meant to cover all those who are in employment, it is difficult to reach groups including self-employed and informal workers. Domestic workers, hairdressers, fisher folk, farmers, taxi drivers, and street vendors were identified as hard-to-reach, and therefore less likely to pay into Social Security. Levels of income, and inconsistent incomes, both affected the ability to establish the requisite level of contributions as well as consistent contributions (see Social Security Board, 2017). Further, while evidence of numbers is not available, a number of officials consulted in preparation of this Policy noted with concern: 1) cases where employers would deduct social security from employee paycheques but not pay these funds into social security; and 2) cases where self-employed persons, or persons employed by family members, would not be registered with Social Security. Without accurate data on the number of persons in the country, the number in formal employment, and the numbers in informal and self-employment, it is not possible to know the numbers who should be paying into Social Security but are not.

*The Social Security Act (Government of Anguilla, 2006: 13-14; as revised in December 2006) includes the following benefits:*

- Sickness benefit, entailing periodic payments to an insured person who is rendered incapable of work.
- Maternity benefit, entailing periodic payments to an insured woman or the wife of an insured man, in the case of per 'confinement'.
- Invalidity benefit, comprising periodic payments to an insured person who is rendered permanently incapable of work.
- Survivor's benefits, comprising periodic payments made in respect of an insured person who dies.
- Funeral grant, comprising a payment on the death of an insured person, or the spouse of an insured person.
- Age benefit, comprising payments to an insured person who has reached 65 years of age.

- Employment injury benefit, comprising payments to an insured person in respect of an injury or a prescribed disease arising out of or in the course of employment of an employed person.

There is a Government pension scheme for Government workers, but the private sector is not required to establish pensions for their workers or owners.

While a National Health Fund was to be established based on a decision in 2008, it has yet to be formally established, financed and enabled. Once enabled, this would allow the pooling of risks and costs associated with health care provision, supporting equitable health service delivery, and making health care services more affordable to the majority of residents in Anguilla. The specific model to be adopted remains under discussion (see for example England, 2011). Given that the costs to the Department of Social Development are high regarding medical assistance, and given that health costs likely present a significant burden to households not in poverty (especially vulnerable households where a single shock can drop them below the poverty line), would be an important innovation. Health insurance is an alternative, but there are structural factors that may make a health insurance scheme dysfunctional for the current time (see England, 2011), warranting careful consideration of the way forward.

### **3.5 Social Services**

#### **3.5.1 Introduction**

Social services play a vital social protection function, in terms of building productive futures through the provision of health, education, justice and other services, and in terms of avenues for providing direct social protection services (e.g., HIV&AIDS, school feeding) and linked social protection services (e.g., expanding pre-school and, working with Social Development, ensuring that households that cannot afford to pay are able to send their children to pre-school). A third aspect, which often receives less attention, is the importance of mainstreaming social protection within social services and within national development efforts more broadly.

*All three of these protection aspects of social services are considered in this Social Protection Policy:*

1. Building productive futures.
2. Direct social protection services and links with the Department of Social Development to strengthen services.
3. Mainstreaming social protection.

In this sub-section, a description of these services is provided. How these link to social protection is covered more specifically in Section 4 on Policy focus.

#### **3.5.2 Education**

Education in Anguilla is governed by the Education Act of 2012 (Government of Anguilla, 2012). The Act covers primary, secondary and tertiary education, and also includes early childhood education, special education, adult education, and distance education. The system includes public schools, private schools, assisted private schools and home schooling. All children aged 5-17 living in Anguilla (belongers and non-belongers) are required to attend school. The Act is aligned with international and regional commitments associated with education for all, with Government committing to equity in and universal access to education, tuition free public and comprehensive education at primary and

secondary levels, supporting other levels of education at pre-primary and community college levels as well as special education and support services, and support for lifelong learning. However, rules around non-belonger education may exclude children who should otherwise be in school; the number of affected children is not known.

The Act also notes that Government commits to education focused on morals, norms, values and ethics and culture, and participatory governance of the education sector.

Assistance with fees for day care is offered by the Department for Social Development for children under the age of three. Pre-primary education for children aged 3 to 4 is delivered entirely by private providers, with twelve pre-schools registered and operational in the territory with 42 teachers (2012/13 data) and, for the period 2009-2012, there were 445 pupils (212 boys and 233 girls). Most are well established and have been in operation for some time, although only 40% of teachers had been trained. Government provides regulatory oversight, and also provides sponsorship for all children and subsidises teacher salaries. The Department of Social Development offers financial support to meet the costs of pre-primary schooling in cases where a household is unable to meet all or some of the costs.

There are six public primary schools. Virtually all primary school-aged children are reported to be attending primary school; students who are unable to be mainstreamed are handled through units located at specific schools. Grade transition rates are at or near 100%. Pupil teacher ratios vary from 18 to 21 students per teacher, while almost half of all primary school teachers are not trained to the required level; a number attend the Anguilla Community College to study towards their requirements.

There is one government secondary school in Anguilla, with two campuses. Data suggest that enrolment is at or near 100%, and that male and female enrolment is consistent with the population of males and females in the relevant age groups. Grade transition rates are nearly 100%. Pupil teacher ratios average around 12:1. Over 90% of secondary level teachers have a tertiary qualification, and many have a teaching qualification.

Technical and Vocation Education and Training (TVET) is offered by the Anguilla Community College as well as at one of the campuses of the secondary school; enrolment data are not available. A TVET Policy has been developed. Interviewees reported entrenched stigma associated with some forms of TVET training that meant that children who would be well served by attending such training do not apply.

The 2015 Education Plan indicates that pre-primary education services for those aged 3-4 will be expanded between 2015 and 2020 to keep pace with population growth, and that specific attention will be devoted to children with physical or intellectual disabilities will be covered. Enrolment as of 2014 is estimated at 100%, and this is expected to be maintained through the end of the planning period in 2020. The issue noted is setting and enforcing standards, as most service providers are private.

The 2015 Education Plan also indicated a desire to ensure that pre-primary education continues to reach all children aged 3-4, with support via the Department of Social Development's Public Assistance Programme for families that cannot afford the fees and/or other costs. This support can include school fees, school uniforms, school transport, and other services based on particular needs (e.g., speech therapy).

### **3.5.3 Health**

The semi-autonomous Health Authority was established in 2004 to co-ordinate health service delivery. The Ministry of Health and Social Development is focused on policy,

strategy and regulatory oversight. There is one hospital in the territory, the Princess Alexandra Hospital, with two-thirds of public sector health workers overseen by the Health Authority working at the hospital. There are four health centres as well as a polyclinic. There is also a private hospital. The majority of physicians and many nurses are from outside of Anguilla. The range of services provided remains narrow, and many have to travel abroad to secure treatment not offered in the territory.

The Health Authority of Anguilla is financed primarily from the Ministry of Health and Social Development, based on annual agreements. The National Health Fund was to have been established in 2008, but does not yet exist. Once the Fund is created and resourced, it would form the basis for the establishment of a National Health Insurance Scheme that would be intended to be affordable to employers and employees, and to the nation as a whole.

### 3.5.4 Child Protection

*The Situation Analysis of Children in Anguilla (UNICEF OECA, 2016) considers the rights of Anguillian children in terms of the right to an adequate standard of living, the right to education, the right to health, and the right to protection. Protection itself was broken down into birth registration, sexual, physical and emotional abuse and neglect, children in conflict with the law and juvenile justice, child labour, and adolescent pregnancy. Summary information on child protection in the document is as follows, including information also obtained from Morlachetti, 2017:*

- Birth registration - while there are no official estimates of the percentage of children with birth certificates, the coverage is likely to be near 100% because a certificate is required for attendance at primary school, and primary school attendance is at 100%. This includes non-belongers born in Anguilla (see Morlachetti, 2017).
- Child abuse - levels are not known, and there are disincentives to report due to reported stigma, pride and fear, while among non-nationals there are additional concerns about deportation and job loss. Between 2006 and 2010 a total of 130 cases of abuse were reported. The prevalence of violence against children was unknown, but a 2014 study on domestic violence in Anguilla suggests that physical violence is common (see pages 82-83), but that (page 79) “only a small proportion of acts of violence, exploitation and abuse are reported and investigated, and few perpetrators are held accountable”.
- From 2010 to 2014, 227 children under the age of 18 were arrested, with only 22 of them girls. During the same period, 19 children were remanded in custody, and 4 children were convicted of crimes.
- The number of boys aged 12-17 referred to the Zenaida Haven Juvenile Rehabilitation Centre since it began operations in May 2017 totalled 37. Four were under 15 years of age.
- Albeit dated information suggests that one-in-three Anguillian women had their first child while a teenager.
- Non-belonger children do not hold the same rights as believer children, despite Section 1 stating that ‘every person is entitled to the fundamental rights and freedoms whatever their ... place of origin’. However, non-belonger children are subject to an annual permit process, as are her/his parents, although from 2016 immigration fees are waived for non-belonger children and only apply to the parents (Morlachetti, 2017).
- Non-belonger parents have restricted rights of reunification with their children, despite the centrality of family to society (Morlachetti, 2017).

### 3.5.5 Youth

Consistent with a life-cycle approach to development, Anguilla has a Department of Youth and Culture in the Ministry of Health and Social Development. The Department focuses on strengthening youth networking to protect and assist with youth development, as well as building leadership skills. There is a growing focus on countering an increase in violence, and initiatives targeting young people at risk of chronic unemployment. Young people are assisted with individual action plans to guide their entry into the workforce, and provided with individual counselling, group counselling, job shadowing, mentorship, job placement, and academic and skills training. There is a separate programme focused on young people who are interested in building their own businesses.

The Department also works with the Department of Sports, also in the Ministry of Health and Social Development. A National Policy on Sports has recently been issued that includes youth development aims, building positive socialisation skills, the alleviation of health problems that often emerge later in life (particularly non-communicable diseases), and building support for national sports.

### 3.5.6 Older Persons

Also consistent with a life cycle approach to development, in 2009 Anguilla passed a National Policy on Older Persons (Government of Anguilla, 2009). Aligned with the United Nations Principles for Older Persons adopted in 1991, Anguilla designed a policy following the five principles of independence, participation, care, self-fulfilment and dignity. To these United Nations principles, Anguilla added safety, security, accessibility, productive aging, and home care.

Older persons, defined as those aged 65 and older, comprise some 19% of the population. Most live with other family members, although some 200+ were noted to be living alone. While the Department of Social Development wants to develop a home care service for older persons in need of assistance, a shortage of care providers has meant that the plan has not advanced. Non-governmental organisations provide support, including getting people to health facilities and elsewhere depending on need, with the focus on ensuring that older persons do not have to leave their homes.

A number of older persons are reached with non-contributory social services, notably public assistance for cash transfer support, food vouchers, water relief, and medical support. As with all non-contributory social services, service provision is means tested including for older persons. Social Security maintains a Non-Contributory Old Age Pension for those 68 and older, which it hopes to eventually phase out when all workers contribute to Social Security.

There are four homes for older persons, with two having been established in the past decade. Oversight of these facilities is felt not to be sufficient, and is expected to be expanded in the next few years.

One of the more interesting features of the National Policy on Older Persons is its focus on mainstreaming aging in all national issues, policies, and legislation. A key intent of this Social Protection Policy is also to mainstream social protection in a similar manner.

## 4 Policy Focus

### 4.1 Introduction

This Section elaborates the focus of the Policy, linking the vision, purposes, aim and objectives with the principles, and elaborating Anguilla’s commitment to international protocols.

The Policy **vision** is to support progress towards the Sustainable Development Goals (SDGs) 2030, with social protection playing a particular role in SDGs focused on strengthened livelihoods, poverty alleviation, food security, healthy lives and well-being, education and lifelong learning, gender equality, social inclusion, and decent work within the context of the sustainable management of resources.

*Policy principles, aims and objectives were noted in Section 1. These are summarised in the following table:*

**Table 1: Social Protection Policy Purposes, Aim and Objectives**

Level	Statement
Purposes	<ol style="list-style-type: none"> <li>1. Strengthen integration across contributory and non-contributory social service delivery</li> <li>2. Enhance social protection mainstreaming in social services and economic planning, including labour marketing planning and policymaking</li> <li>3. Improve service delivery and reach</li> </ol>
Aim	To deliver social protection services in a fair and just manner while giving voice to rights-holders
Objectives	<p><b><u>Main Objective:</u></b> Build an integrated system of social protection in Anguilla</p> <p><b><u>Specific Objectives</u></b></p> <ol style="list-style-type: none"> <li>1. Enable the 2015 National Social Protection Act</li> <li>2. Expand and strengthen contributory social protection schemes, including mechanisms of cross-subsidy that enable the expansion of services to all, regardless of contributions, as the system grows over time</li> <li>3. Make the non-contributory social protection system as responsive as possible to those in need, ensuring that no vulnerable persons and households are left behind through improved coverage</li> <li>4. To the extent that households need cash transfers through non-contributory social protection services, expand the scope of programming to include those vulnerable to falling into poverty, and continue transfers until households are less vulnerable to falling into poverty</li> <li>5. Strengthen the mainstreaming of social protection in social services and economic policymaking and planning that play a critical role in building Anguillian society. Over time, this will reduce the demand for non-contributory social protection services</li> <li>6. Devote considered attention to gender equality and social inclusion in social protection programming, effecting substantive change through practical actions while focusing broader attention to how social protection mainstreaming can advance gender and social inclusion objectives.</li> <li>7. Help strengthen labour market programming with particular attention to youth employment and a living wage.</li> <li>8. Enable shock-responsive social protection programming.</li> <li>9. Strengthen links between social protection and labour market programming.</li> </ol>

*Three core themes run across the purposes, aims and objectives:*

- 1. The importance of improved co-ordination within the social protection sector to ensure efficient and effective service delivery and strengthen the social protection response overall.*
- 2. The centrality of effecting a human rights-based approach to planning, delivery and assessment.*
- 3. The importance of expanding the remit of non-contributory social protection to accommodate economic vulnerability.*

## **4.2 Policy Principles**

The following Policy **principles** guide Policy implementation.

### **4.2.1 Effect A Human Rights-Based Social Protection System**

The purposes, aims and objectives expressed above are built on a rights-based approach to social protection. This includes gender mainstreaming and gender-responsive social protection programming, acting in the best interests of the child, the right to survival and development for children and adults, universality (that is, the rights are held by all), indivisibility (that is, all rights are held and none can be excluded), non-discrimination, the right to be heard (voice), the right to be treated fairly and in an accountable manner, and the right to be treated with respect and dignity.

To effect this, the Policy aims to expand the scope and coverage of contributory means of social protection, thereby allowing non-contributory schemes to more effectively target and reach: 1) those most in need due to status, vulnerability, and/or poverty; and 2) those who are vulnerable to poverty and need support to ensure that they do not fall into poverty.

The Sustainable Development Goals (SDGs) guide implementation of this Policy. Goal 1, to “End poverty in all its forms everywhere”, is especially relevant. It sets forth target 1.3 “to implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable”. ‘Sustainable coverage’ means both adequate financing of social protection but also ensuring that as many as possible are able to invest in their own futures, with due attention to cross-subsidies, through contributory programmes, including social security, health insurance, retirement schemes, and similar. Through all of this, social protection plays a critical role in reducing and preventing the fall into poverty, addressing inequality and sustaining inclusive growth.

To effect this, Anguilla needs to strengthen its enabling environment for social protection, committing to the people of Anguilla (belongers and non-belongers, males and females, young persons and older) by building a comprehensive system to challenge poverty and reduce vulnerabilities, invest in the people of the territory, and build a sustainable social protection system.

Social protection is a human right, enshrined in various international conventions. These international human rights conventions, which have been extended to Anguilla, include the Universal Declaration of Human Rights (Articles 22 and 25), the Convention on the Rights of the Child (CRC) (Articles 26 and 27), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (Articles 11 and 14) and the Convention on the Rights of Persons with Disabilities (CRPD) (Article 28).

*Further, the ILO Social Protection Floor Recommendation No. 202 of 2012 (ILO, 2012) reaffirms that social security is not just a human right, but a means for social and economic advancement for people and countries/territories as a whole. The Joint United Nations Social Protection Floor Initiative (see [www.socialprotectionfloor.org](http://www.socialprotectionfloor.org); see also [www.social-protection.org](http://www.social-protection.org)) focuses on (United Nations, 2010: 3):*

- A basic set of essential social rights and transfers, in cash and in kind, to provide a minimum income and livelihood security for all to facilitate effective demand for and access to essential goods and services.
- The support of an essential level of goods and social services such as health, water and sanitation, education, food, housing, life and asset-saving information that are accessible for all.
- The importance of contributory schemes, such as social security, reaching all households and persons.

*Elaborated through the life cycle approach to development planning, this includes:*

- Income security for all children affected by poverty level through family/child benefits aimed to facilitate access to basic social services of education, health, housing and others.
- Expanded provision of day care and pre-school services.
- Access to basic means tested/self-targeting social assistance for the poor and unemployed in economically-active age groupings.
- Income security for older persons and other who are unable to work through pensions.
- Giving due consideration to differences across gender and social exclusion.

#### **4.2.2 Building Resilience**

*From a Policy perspective, it makes little sense to respond to the social protection needs of families and individuals only after all other solutions have been exhausted. Therefore, in this Policy reference to building resilience refers to employing the tools of social protection to:*

1. strengthen the ability of households and individuals vulnerable to poverty from falling into poverty;
2. understand, and respond to, how vulnerability is distributed across gender, social exclusion, age, and other determinants;
3. assist households and individuals living in poverty in identifying, and responding to, opportunities to improve their economic situation;
4. work with civil society and the private sector to support sustainable livelihoods;
5. enable social protection's disaster risk planning and response, so that fewer households fall into poverty due to shocks, and so that the social protection system itself is not undermined by disasters; and related to this
6. climate change programming, understanding how this affects different populations differently.

The importance of resilience is especially challenging at a community and national level when disaster strikes, but resilience at a household or individual level is commonly challenged by discrimination, job loss, health problems, and social problems arising from violence, alcohol abuse, and similar. *Prevention in social protection is far less expensive than cure.*

Regarding disasters, the DFID-financed study on ‘shock responsive social protection’ highlights the key role social protection plays in preventing households falling into poverty when disaster strikes (see Oxford Policy Management, 2018). Oxford Policy Management (2018: iii) notes the key gaps in disaster response: 1) meeting needs; 2) coverage; 3) timeliness; 4) predictability; 5) elimination of duplicated delivery systems; and 6) sustainability. A related problem is that the focus in improving the response is almost entirely on efficiency, rather than outcomes and impacts. At this juncture in Anguilla, the non-contributory schemes are specifically focused on excluding anyone not already living in poverty or in a situation where someone is unable to pay for a necessary service (e.g., medical care). When disaster strikes, ramping up services to target these households is indeed important, but a more effective response would incorporate households that are also vulnerable to disaster but not reached by non-contributory social protection services.

### **4.2.3 Do No Harm**

In the context of social protection programming, ‘do no harm’ refers to the actions taken to strengthen what already works. Actions taken to strengthen social protection should not increase risks within society, and should not harm those protected through these formal and informal mechanisms. In Anguilla, with a small population, a small geographical area, and a shared history as Anguillians, building on rather than undermining systems of social capital is one example. Informal networking that encourages referral for social protection programming is another. Ensuring that these systems are not weakened is a core aspect of effective social protection programming.

A second aspect of ‘do no harm’ is to avoid sweeping changes that cannot be fully effected but that undermine interventions that are already working. In this regard, functioning programmes need to be respected, with improvements to targeting and delivery undertaken in a manner that improves programming. This Policy aims to strengthen effective interventions and learn from what works, while building an integrated system that incorporates all three core elements of social protection programming.

### **4.2.4 Partnerships and Co-ordination for Improved Outcomes and Impacts**

Much has been said in this Policy about the importance of decent work and contributory scheme access in supporting social protection. For the former, labour market policies are key, including the ability to attract both domestic and international investment in the context of a living wage and fair employment. For the latter, ensuring that those in the formal sector are covered by social security, and expanding social security to all of those in gainful employment (including self-employment and informal sector work) are key. However, social security is not enough. A critical gap in the social protection framework in Anguilla is adequate health insurance. While just how this would be brought about is the subject of considerable debate (see Government of Anguilla, 2016b; England, 2011), it remains a critical gap in social protection. Developing partnerships and establishing means of co-ordination of actions are central to effecting these necessary changes.

### **4.2.5 Other**

There are critical data gaps that hamper social protection programming. There are also limitations around the ability of different databases to link to each other, in the absence of an integrated database for social protection. There are also data limitations associated with the reach of social protection services compared to need.

While updated information is not available, the 2009 WHO/Ministry of Health study on mental health services and need suggests that this is an important social protection gap.

A number of key informants expressed concerns about the level and extent of gender-based violence in Anguilla. The availability of a place of safety for abused women and children was specifically mentioned. While not mentioned in discussions, the issue of preventing gender-based violence nevertheless also warrants further consideration.

The importance of disaster risk planning and response became abundantly clear in the aftermath of Hurricane Irma in 2017. In the event of an emergency, non-contributory social protection services should be able to: 1) ensure that, prior to disaster striking as possible, be in touch with clients to see if there are urgent needs requiring attention prior to the disaster (including getting immobile and/or isolated people to places of safety if required); 2) know which households as a whole, or which ones contain members, who are vulnerable to not being reached by vital services; 3) being able to provide services immediately after a disaster strikes; 4) being able to expand services to vulnerable households affected by the disaster *not* currently being reached; and 5) linking these people and households with other service providers.

### 4.3 Policy Alignment

#### 4.3.1 National Alignment

National Policy alignment in Anguilla refers to alignment across domestic affairs relevant to social protection. While it excludes alignment with requirements of international conventions and protocols signed by the United Kingdom and extended to Anguilla, which is covered in the next section, there are cases where reference is made to international conventions and protocols because of how they have been nationalised in other policies.

The **Constitution** of Anguilla (Anguilla Constitutional Order 1982, Government of Anguilla, 1982) outlines the fundamental rights and freedoms of persons in Anguilla, and thereafter refers to the rights to: life, personal liberty, movement, treatment, expression, association and assembly, and property, as well as protections from inhuman treatment, slavery and forced labour, arbitrary search or entry, or discrimination. The Constitution forms the basis of a rights-based approach to social protection in Anguilla.

This Policy also aligns with the 2015 **Social Protection Act** (Government of Anguilla, 2015) in its specific focus on non-contributory social protection service delivery. Nevertheless, this Policy challenges a narrow interpretation of the Act that may impinge on the rights obligations arising from Anguilla's Constitution and its commitment to meeting its obligations under international conventions.

This Policy also takes into consideration the contents of the Child Protection Bill 2018 (Government of Anguilla, 2018). It specifies the supremacy of the best interests of the child (see Section 3), notes the right of every child to basic living conditions, elaborates how to ensure participation of children in matters that affect their lives (Section 15), and provides clarity on the caregiving rights of fathers (Section 28). Importantly, the Bill also includes a discussion of mandatory reporting mechanisms in case an officer finds that a child has either been harmed or is in danger of being harmed (Section 31), and protections for that person (Section 33). The Bill identifies the Department of Social Development's continued mandate as the 'legally mandated child protection agency in Anguilla'.

In the absence of a national development plan, and given that the intended long-term development strategy and Vision 2040 had been delayed due to the damage from Hurricane

Irma in 2017<sup>10</sup>, this Policy aligns with the **Medium Term Economic and Fiscal Plan** (Government of Anguilla, 2016) that was originally to cover the period 2016-2018, but which may be extended thereafter.

The Medium Term Economic and Fiscal Plan, hereinafter referred to as the Medium Term Plan (or MTP), underlines the reforms that have been underway following the worldwide recession of 2008-2010. The MTP focuses on fiscal reforms, economic strengthening, and social sector development. This Policy aligns with the third set: social sector development. Specifically, it aligns with the focal area of poverty alleviation and reduction, and links to the other sectoral priorities of youth development, health, sports and education.

#### 4.3.2 International Alignment

International policy alignment in Anguilla refers to international conventions and protocols signed by the United Kingdom and extended to Anguilla. It also refers to alignment with regional actors where Anguilla is a member with observer status, specifically the Organisation of Eastern Caribbean States and CARICOM.

A number of international conventions that the United Kingdom is signatory to have been extended to Anguilla, including the Convention on the Rights of the Child (CRC, extended in 1994) and the Convention on the Elimination of Discrimination Against Women (CEDAW, extended in 2016).

Anguilla has yet to accede to the Convention on the Rights of Persons with Disabilities (CERD), the ILO Convention No. 182 on the Worst Forms of Child Labour, the Convention on the Protection of the Rights of Migrant Workers and Their Families, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, and a series of optional protocols under the Convention on the Rights of the Child or the Convention on the Elimination of Discrimination Against Women.

According to a recent review of migration and statelessness in the Caribbean (Morlchetti, 2017), which included a chapter on Anguilla, there are gaps in national legislation that undermines Anguilla's compliance with international conventions. Thirteen articles are noted where Anguilla is not aligned, including articles 2, 3, 7, 8, 9, 10, 12, 24, 26, 27 and 28 of the Convention on the Rights of the Child that all affect children of non-belongers, as well as Article 7 of the Convention relating to the Status of Stateless Persons which also affects non-belongers.

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<sup>10</sup> See Kairi Consultants, [Development of a Long-Term National Sustainable Development Plan \(2017/MOF/1\). Revised Methodology and Work Plan](#), prepared by Kairi Consultants, Tunapuna, Trinidad and Tobago.

# 5 Institutional Mechanisms and Co-ordination

## 5.1 Introduction

This Section considers the institutional mechanisms and sectoral and cross-sectoral co-ordination needs for implementing the Policy. It builds on much of what is already being done in Anguilla, where cross sectoral co-ordination is strong, and where identifying the majority of those in need, and those vulnerable to falling into poverty, is attainable.

## 5.2 Structures and Responsibilities

### 5.2.1 Co-ordination and Accountability

The National Social Protection Act (Act No. 2 of 2015, Government of Anguilla, 2015) establishes a Social Protection Board. The role of the Board is focused on case review and decisions associated with who should secure non-contributory social assistance. It has no broader strategic role in the social protection sector. There is no other authority or commission that can play that broader strategic role as well. Instead, members of the Department of Social Development, and the PS of Social Development in the Ministry of Health and Social Development, guide implementation of social protection policies, plans and strategies as applicable, including liaising with other agencies and ministries to effect social protection in Anguilla.

Given that the Board and the Act both focus only on non-contributory social protection, the ability of structures put into place for these purposes to effect implementation of an integrated Social Protection Policy is of concern. The multi-pronged approach to social protection means the ability to make decisions that relate to contributory schemes as well, lobby for expanding the scope of contributory schemes as relevant, engage with social development agencies and ministries, liaise with economic planning agencies, and influence broader decision processes. The recommended approach is the establishment of a *Working Group for Social Protection* comprising technical officers from non-contributory social protection programmes, contributory programmes, and social services. This would be chaired by the Permanent Secretary for Social Development, and would report to the Executive Council on an annual basis.

### 5.2.2 Mainstreaming Gender and Social Inclusion

The Gender Affairs Unit in the Ministry of Health and Social Development plays a key role in the mainstreaming of gender into the emergent social protection system. Civil society is also key in this regard. Liaising with other cross-sectoral bodies (e.g., youth, sports, culture), the Gender Affairs Unit would actively engage in particular in social protection mainstreaming across social development ministries, and actively work with civil society organisations engaged in this area.

Social inclusion focuses attention on ensuring the inclusion of groups that may be less engaged in society and in national affairs in social protection programming, and less likely to seek services. Social Inclusion does not have a 'home' in a particular unit or department, an issue warranting further consideration. While the Gender Affairs Unit would be one possibility, the limitations of the Unit may not make this possible without further resourcing.

As part of Policy implementation, Government will strengthen the mainstreaming of gender and social inclusion as Policy implementation proceeds. This mainstreaming is especially

important in terms of the relationships between cross-sectoral agencies and line agencies delivering social protection services under the three streams, which will receive specific attention.

### **5.2.3 Structures and Systems for Information Management, Communications and Knowledge Management**

There is already considerable information sharing across agencies, although there is no integrated Management Information System to allow this to all proceed online. There is a system for case management under non-contributory schemes that, while having some problems, serves to record information on non-contributory scheme access and status within the Department of Social Development. As sector integration improves, the need for effective online linked databases will become increasingly important. This includes non-contributory services offered by other ministries and agencies, the work on civil society organisations, contributory schemes, and others.

In this respect there is no need to prioritise the development of an integrated MIS, but there is a need to begin a planning process that serves as a central registry for social protection schemes, and to fix the problems with the system already in place for case management in the Department of Social Development.

In consultations for the development of this Policy, the importance of outreach and communications were both highlighted. Bringing social protection to the public, rather than expecting the public to come for services, was an emergent theme. In this respect, an Outreach Strategy should be considered. This Strategy would include the identification of media and direct outreach approaches that would help shift social protection towards a human rights-based approach of duty-bearers reaching out to rights-holders.

There is no system in place to measure the quality of services provided, nor other means to enable the right to participation in a manner meaningful to those who receive services (see UKAid and UNICEF, 2015). A system of regular reviews and independent inputs is required. This is elaborated in the M&E Framework attending this Policy.

### **5.3 Concluding Comments**

The way in which the Department of Social Development already operates, with regular contact with other agencies involved in social protection services (both contributory and non-contributory), coupled with cross-sectoral liaison, enables implementation of this Policy. Interviews with an array of stakeholders suggest that there is appetite for an expanded view of social protection that would strengthen implementation of this Policy.

Nevertheless, this will take time. Among the various challenges, are particular difficulties associated with mainstreaming social protection in social services, where social protection becomes a key inputs into social service sector planning and implementation. The lead agency Social Development does not have these skills in place, and is not structured in a fashion that would enable this, and it is by no means clear that other social service delivery agencies would prioritise these actions. For these and other reasons, a stepped process is required. This Policy is therefore accompanied by a Plan of Action that elaborates priority actions that begins the process of systematic change, but sets reasonable targets in this regard.

This Plan is overseen by the Permanent Secretary of Social Development in the Ministry of Health and Social Development, with progress reported to the Executive Council on an annual basis. The Plan is scheduled for implementation to begin in the 2019 fiscal year, and

end at the end of 2021. The Plan includes progress towards longer-term objectives (e.g., systemic change) as well as short-term objectives. In 2021, a new short-term plan of action will be elaborated for 2022-2024, following an evaluation cycle that includes implementing agencies reviewing their own progress, and an external review to offer an independent assessment of progress.



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## Annex B: Glossary of Key Terms

The Policy will need to include a glossary of terms *as they are defined by the Government of Anguilla*. The following have been derived from a range of sources for consideration by Government for inclusion in the Policy.

Term	Definition
<b>Absolute Poverty</b>	The quantification of poverty involves the aggregation of its occurrence to a single statistic. The absolute measure of poverty is derived from the non-attainment of a criterion level of food and of non-food expenditure. The former is usually set by way of nutritional requirements below which bodily health can be threatened. The non-food component is based on some minimum provision deemed to be socially acceptable. (National Poverty Assessment, 2009)
<b>Abuse and Neglect</b>	Physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse.
<b>Alignment</b>	A process of refinement, iteration, clarification, and communication during the development, and following the adoption, of a new policy or set of policies.
<b>Assumption</b>	Variables or factors that need to be in place for results to be achieved. Assumptions can be internal or external to the particular programme or organisation.
<b>Belonger</b>	From Section 80 of the Anguilla Constitution Order, a belonger is: 1) a British Dependent Territories citizens (i) who was born in Anguilla, whether before or after the commencement of the British Nationality Act 1981; or if not so born (ii) who was adopted in Anguilla; or (iii) whose father or mother was born in Anguilla; or (iv) whose father or mother became a British Dependent Territories citizen by virtue of having been adopted in Anguilla; or (v) who is domiciled in Anguilla and whose father or mother by virtue of registration or naturalisation while resident in Anguilla became a British Dependent Territories citizen at the commencement of the British Nationality Act 1981 (or would have done so but for his or her death) or so became such a citizen after such commencement of the said Act; or (vi) who by virtue of registration or naturalisation while resident in Anguilla became such a citizen at or after the commencement of the British National Act 1981; or 2) is domiciled in Anguilla, has been ordinarily resident in Anguilla for not less than fifteen years, and has been granted belonger status by the Commission; or 3) was born in Anguilla of a father or mother who was born in Anguilla and who is regarded (or, if deceased, would if alive be regarded) as belonging to Anguilla by virtue of this subsection; or 4) was born outside Anguilla and has satisfied the Commission that his father or mother was born in Anguilla and is regarded (or, if deceased, would if alive be regarded) as belonging to Anguilla by virtue of this subsection; or 5) is the spouse of such a person as is referred to in any of the preceding paragraphs of this subsection and has been married to that person for not less than five years; or 6) is the spouse of such a person as is referred to in paragraphs (1), (2), (3), or (4) of this subsection, has been married to such a person for not less than three years, and has been granted belonger status by the Commission.
<b>Best Interests of the Child</b>	Ensure that the best interests of the child represents a primary consideration in all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies.
<b>Birth Registration</b>	Registration of a child after birth. The purpose is to promote recognition and protection of a child's legal personality and protects a child's identify, and can reduce the risk of abduction, sale or trafficking in children.
<b>Child</b>	Any person under the age of 18.
<b>Children Deprived of Their Family</b>	Children permanently or temporarily deprived of their family environment, or in whose own best interests cannot be allowed to remain in that environment.

<b>Environment</b>	As rights holders, these children have the right to special state protection and assistance and the right to alternative care in accordance with national law.
<b>Civil Society Organisation</b>	All civil organisations, associations and networks which occupy the ‘social space’ between the family and the State who come together to advocate their common interests through collective action. It includes volunteer and charity groups, parents and teachers associations, senior citizens groups, sports clubs, arts and culture groups, faith-based groups, workers clubs and trade unions, non-profit think-tanks and ‘issue-based’ activist groups.
<b>Conditional Cash Transfers</b>	Programmes that transfer cash to target groups on condition that they fulfil some specific behaviours and/or developmental investment or requirements.
<b>Contributory Social Protection Programming</b>	Programmes that require financial inputs from those registered in the system.
<b>Disabled Person</b>	An individual with a disability is anyone unable to ensure by himself or herself, wholly or partly, the necessities of a normal individual and/or social life as a result of deficiency either congenital or not in his or her physical or mental capabilities.
<b>Disaster [from Anguilla disaster plan]</b>	A serious disruption of the functioning of a society, causing widespread human, material, or environmental losses which exceeds the ability of the affected society to cope using its own resources.
<b>Disaster Management [from Anguilla disaster plan]</b>	A collective term encompassing all aspects of planning for and responding to emergencies and disasters, including both pre and post event activities. It refers to the management of both the risk and consequences of an event. Oxford Policy Management (2018: ii) expands on this and refers to disaster management activities as “all the processes that aim to reduce the likelihood of a disaster, lessen the impact of hazards and improve people’s ability to cope if a disaster occurs. It is often viewed as having five focal areas: prevention, mitigation, preparedness, response and recovery.”
<b>Disaster Preparedness [from Anguilla disaster plan]</b>	Measures taken to reduce to the minimum level possible, the loss of human life and damage to property, through the organising of effective measures which will ensure timely and appropriate responses to a given hazard.
<b>Discrimination</b>	Any distinction, exclusion, restriction or preference, based on any grounds, which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise of all rights, on an equal footing.
<b>Duty Bearers</b>	Duty bearers are those actors who have a particular obligation or responsibility to respect, promote and realize human rights and to abstain from human rights violations. The term is most commonly used to refer to State actors, but non-State actors can also be considered duty bearers.
<b>Effectiveness</b>	The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.
<b>Efficiency</b>	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
<b>Empowerment</b>	Refers to increasing the spiritual, political, social or economic strength of individuals and communities. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality.
<b>Evaluability Assessment</b>	Defines evaluability as the ‘extent to which an activity or a programme can be evaluated in a reliable and credible fashion’. Evaluation Assessment ‘calls for the early review of a proposed activity in order to ascertain whether its objectives are adequately defined and its results verifiable’.
<b>Evaluation</b>	The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. UNEG expands the definition as follows: An evaluation is an assessment, as systematic and impartial as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area, institutional performance, etc. It focuses on expected and achieved accomplishments, examining the results chain, processes, contextual factors of causality, in order to understand achievements or the lack thereof. It aims at determining the relevance, impact, effectiveness

	and sustainability of the interventions and contributions of outside organisations.
<b>Family Assistance</b>	The rendering of assistance to parents and legal guardians in the performance of their child-rearing responsibilities. This includes supporting an adequate standard of living, providing material assistance, and supporting programmes in case of need, especially with regard to nutrition, clothing and housing.
<b>Gender</b>	Refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.
<b>Gender Analysis</b>	Gender analysis is a systematic way of looking at the different impacts of development, policies, programs and legislation on women and men that entails, first and foremost, collecting sex-disaggregated data and gender-responsive information about the population concerned. Gender analysis can also include the examination of the multiple ways in which women and men, as social actors, engage in strategies to transform existing roles, relationships, and processes in their own interest and in the interest of others.
<b>Gender Equality</b>	Refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.
<b>Gender Equity</b>	Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but considered equivalent in terms of rights, benefits, obligations and opportunities. In the development context, a gender equity goal often requires built-in measures to compensate for the historical and social disadvantages of women.
<b>Gender Mainstreaming</b>	Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated.
<b>Goal</b>	A specific end result desired or expected to occur as a consequence, at least in part, of an intervention or activity. It is the higher order objective that will assure national capacity building to which a development intervention is intended to contribute.
<b>Harmful Child Labour</b>	A child has the right to be protected from economic exploitation, hazardous work, work that interferes with a child's education, or work that is harmful to a child's health or physical, mental, spiritual, moral or social development. There are six key categories of harmful child labour: domestic, non-domestic, non-monetary, bonded labour, wage labour, marginal economic activity.
<b>Human Rights Based Approach</b>	A human rights-based approach is a conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. It seeks to analyse inequalities which lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress. A human rights-based approach

	identifies <i>rights-holders</i> and their entitlements and corresponding <i>duty-bearers</i> and their obligations, and works towards strengthening the capacities of rights-holders to make their claims and of duty-bearers to meet their obligations.
<b>Impact</b>	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
<b>Indicator</b>	Indicators are quantitative or qualitative variables that allow stakeholders to verify changes produced by a development intervention relative to what was planned. <i>Quantitative indicators</i> are represented by a number, percentage or ratio. In contrast, <i>qualitative indicators</i> seek to measure quality and often are based on perception, opinion or levels of satisfaction.
<b>Indigence Line</b>	This refers to certain basic nutritional requirements for survival. A basket of goods is selected in such a way as to maximise one's nutrient intake at the lowest possible cost. Households unable to meet the cost of obtaining this basket of food items are indigent.
<b>Inputs</b>	The financial, human, and material resources used for the development intervention.
<b>Juvenile Justice</b>	A child or a young person who, under the legal system, is dealt with for an offence in a manner which is different from an adult. This requires the promotion of establishment of laws, procedures, authorities and institutions specifically applicable to accused and convicted children, in particular the establishment of a minimum age for criminal responsibility and diversions.
<b>Knowledge Management</b>	Knowledge management is the explicit and systematic management of vital knowledge - and its associated process of creation, organisation, diffusion, use and exploitation - in pursuit of business objectives.
<b>Learning</b>	The extent to which an intervention gains and uses knowledge in an effort to help influence policy, strategy, plans and actions
<b>Logframe</b>	Also known as a Logical Framework. Management tool used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, outputs, outcomes, impact) and their causal relationships, indicators, and the assumptions or risks that may influence success and failure.
<b>Managing for Results</b>	Management strategies that focus on performance and improvements in country outcomes and provide a framework in which performance information is used for improved decision making.
<b>Material Assistance</b>	Material assistance and support programmes for families in need, particularly with regard to nutrition, clothing and housing.
<b>Means Tested Social Protection Service</b>	Measuring the beneficiaries' well-being on the basis of income, situation or similar factors.
<b>Monitoring</b>	Monitoring is a continuous function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an on-going development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.
<b>Non-Belongers</b>	Does not meet the Anguilla Constitution Order 1982 of 'belonger' (see 'belonger' above).
<b>Non-Contributory Social Protection Programming</b>	The set of public and private policies and programmes aimed at preventing, reducing and eliminating economic and social vulnerabilities to poverty and deprivation that do not require financial contributions from beneficiaries. Sometimes referred to as 'social safety net' programming.
<b>Outcomes</b>	Outcomes represent changes in the institutional and behavioural capacities for development conditions that occur between the completion of outputs and the achievement of goals/desired impacts. OECD adds that outcomes include both short-term and medium-term effects of an intervention's outputs.
<b>Outputs</b>	Outputs are changes in skills or abilities and capacities of individuals or institutions, or the availability of new products and services that result from the completion of activities within a development intervention <i>within the control of the organisation</i> . They are achieved with the resources provided and within the time period specified.
<b>Performance</b>	A continuous process of collecting and analysing data for performance

<b>Monitoring</b>	indicators, to compare how well a development intervention, partnership or policy reform is being implemented against expected results.
<b>Poverty Line</b>	A monetary measure of the minimum consumption, in dollar terms, of goods and services that a household should obtain in order to ensure that its basic needs are adequately met. The poverty line, therefore, represents a minimum budget that a household should spend, over a defined period, if it is to meet its basic food and non-food requirements. (National Poverty Assessment, 2009).
<b>Proxy Means Test for Social Protection</b>	Not based on beneficiary-specific measures, but rather other household characteristics.
<b>Refugee</b>	Persons who are seeking refugee status outside the country of their nationality or former habitual residence or who are considered a refugee in accordance with applicable international or domestic law and procedures. States are required to ensure that refugees receive appropriate protection and humanitarian assistance in the enjoyment of their applicable rights.
<b>Relevance</b>	The extent to which the objective of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.
<b>Reliability</b>	Consistency or dependability of data and evaluation judgements, with reference to the quality of the instruments, procedures and analyses used to collect and interpret evaluation data.
<b>Results</b>	Results are changes in a state or condition that derive from a cause-and-effect relationship.  OECD offers more precision: The output, outcome or impact (intended or unintended, positive and/or negative) of a development intervention.
<b>Results Chain</b>	The causal sequence for a development intervention that stipulates the necessary sequence to achieve desired results – beginning with inputs, moving through activities and outputs, and culminating in individual outcomes and those that influence outcomes for the community, goal/impacts and feedback. It is based on a theory of change, including underlying assumptions.
<b>Results-Based Management</b>	RBM is a management strategy by which all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the achievement of desired results (outputs, outcomes and higher level goals or impact). The actors in turn use information and evidence on actual results to inform decision making on the design, resourcing and delivery of programmes and activities as well as for accountability and reporting.
<b>Results-Based Monitoring</b>	Results-based monitoring is a continuous process of collecting and analysing information to compare how well a project, programme, or policy is being implemented against expected results.
<b>Rights Holders</b>	Rights-holders are individuals or social groups that have particular entitlements in relation to specific duty-bearers. In general terms, all human beings are rights-holders under the Universal Declaration of Human Rights. In particular contexts, there are often specific social groups whose human rights are not fully realized, respected or protected. More often than not, these groups tend to include women/girls, ethnic minorities, indigenous peoples, migrants and youth, for example. A human rights-based approach does not only recognize that the entitlements of rights-holders needs to be respected, protected and fulfilled, it also considers rights-holders as active agents in the realization of human rights and development – both directly and through organizations representing their interests.
<b>Separation from Adult Prisoners</b>	The right of every child deprived of his or her liberty to be separated from adults in custody circumstances, unless it is considered in the best interests of the child not to do so.
<b>Sexual Violence</b>	Any sexual act committed against the will of the other person, either in the case when the victim does not give the consent or when consent cannot be given because the person is a child, has a mental disability, or is severely intoxicated or unconscious as a result of alcohol or drugs. It encompasses both sexual harassment and other forms of sexual assault such as attempted rape, and rape. It includes acts such as genital mutilation/cutting, forced sexual initiation, forced prostitution, trafficking for the purpose of sexual exploitation, and other

	sexually motivated forms of violence.
<b>Social Capital</b>	The World Bank defines social capital as the internal social and cultural coherence of society, the norms and values that govern interactions among people and the institutions in which they are embedded. Social capital is the glue that holds societies together and without which there can be no economic growth or human well-being.
<b>Social Inclusion</b>	The World Bank defines social inclusion as the process of improving the terms on which individuals and groups take part in society – improving the ability, opportunity, and dignity of those disadvantaged on the basis of their identify.
<b>Social Protection</b>	The set of public and private policies and programmes aimed at preventing, reducing and eliminating economic and social vulnerabilities to poverty and deprivation
<b>Social Protection Floor</b>	The Joint United Nations Social Protection Floor Initiative (see <a href="http://www.socialprotectionfloor.org">www.socialprotectionfloor.org</a> ; see also <a href="http://www.social-protection.org">www.social-protection.org</a> ) focuses on (United Nations, 2010: 3): <ul style="list-style-type: none"> <li>• A basic set of essential social rights and transfers, in cash and in kind, to provide a minimum income and livelihood security for all to facilitate effective demand for and access to essential goods and services.</li> <li>• The support of an essential level of goods and social services such as health, water and sanitation, education, food, housing, life and asset-saving information that are accessible for all.</li> <li>• The importance of contributory schemes, such as social security, reaching all households and persons.</li> </ul>
<b>Social Services</b>	Social services are a range of public services provided by government, private, and non-profit organizations. These public services aim to create more effective organizations, build stronger communities, and promote equality and opportunity.
<b>Sustainability</b>	Sustainability concerns the measurement of whether the benefits of an activity are likely to continue after donor funding has been withdrawn. This includes environmental as well as financial sustainability.
<b>Sustainability (dynamic)</b>	The achievement of structural change to the market system which enhances its resilience to shocks and stresses through evolution or innovation in response to changing external factors. Dynamic sustainability is inherently linked with significant systems change.
<b>Systemic Change</b>	Transformation in the structure of dynamics of a system that lead to impacts on large numbers of people, either in their material conditions or in their behaviour. Systemic approaches aim to catalyse change, including spill-over effects to indirectly drive and scale up change.
<b>Target Group</b>	The specific individuals or organisations for whose benefit the development intervention is undertaken.
<b>Theory of Change</b>	An on-going process of reflection to explore change and how it happens - and what that means for the part organisations play in a particular context, sector and/or group of people. Research to Action defines Theory of Change as follows: A theory of change defines all building blocks required to bring about a given long-term goal. This set of connected building blocks – interchangeably referred to as outcomes, results, accomplishments, or preconditions – is depicted on a map known as a pathway of change/change framework, which is a graphic representation of the change process.
<b>Value for Money</b>	The optimal use of resources to achieve intended outcomes. Value for money is aimed at maximising the impact of each dollar spent to improve poor people’s lives.
<b>Validity</b>	The extent to which the data collection strategies and instruments measure what they purport to measure.
<b>Vulnerability Line</b>	The vulnerability line is 125% of the poverty line; it measures the number of persons who are susceptible to becoming poor due to an unanticipated event such as a natural disaster or other economic shock. Persons who live in households with per capita consumption expenditure below the vulnerability line are said to be vulnerable.

## Annex C: List of Acronyms

Acronym	Meaning
<b>ADB</b>	Anguilla Development Board
<b>AIDS</b>	Acquired Immuno-Deficiency Syndrome
<b>ASD</b>	Anguilla Statistics Department
<b>CARICOM</b>	Caribbean Community
<b>CDB</b>	Caribbean Development Bank
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women
<b>CRC</b>	Convention on the Rights of the Child
<b>CRPD</b>	Convention on the Rights of Persons With Disabilities
<b>CSO</b>	Civil Society Organisations
<b>DFID</b>	Department for International Development, UKAid, Government of the United Kingdom
<b>DSD</b>	Department of Social Development
<b>EC\$</b>	Eastern Caribbean Dollar
<b>FAO</b>	Food and Agricultural Organisation of the United Nations
<b>GDP</b>	Gross Domestic Product
<b>GNI</b>	Gross National Income
<b>GoA</b>	Government of Anguilla
<b>HDI</b>	Human Development Index
<b>HIV</b>	Human Immunodeficiency Virus
<b>HRBA</b>	Human Rights-Based Approach
<b>ILO</b>	International Labour Organisation
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MIS</b>	Management Information System
<b>MoFED</b>	Ministry of Finance, Economic Development, Commerce, Land and Physical Planning and Tourism
<b>MoHSD</b>	Ministry of Health and Social Development (inc. prisons, probation services, sports, youth, culture, gender affairs, lands and surveys and physical planning)
<b>MoHA</b>	Ministry of Home Affairs, Immigration, Labour, Human Rights, Constitutional Reform and Information and Broadcasting
<b>MICUH</b>	Ministry of Infrastructure, Communications, Utilities and Housing
<b>NGO</b>	Non-Governmental Organisation
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OECS</b>	Organisation of Eastern Caribbean States (Anguilla is an Associate Member)
<b>SDGs</b>	Sustainable Development Goals
<b>SIDS</b>	Small Island Developing States
<b>SPF</b>	Social Protection Floor
<b>ToR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UN Women</b>	United Nations Entity for Gender Equality and Empowerment of Women
<b>UNDP</b>	United Nations Development Programme
<b>UNEG</b>	United Nations Evaluation Group
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children's Fund
<b>UNICEF ECA</b>	United Nations Children's Fund Office for the Eastern Caribbean Area
<b>UNISDR</b>	United Nations Office for Disaster Risk Reduction
<b>UN MSDF</b>	United Nations Multi-Country Sustainable Development Framework
<b>WHO</b>	World Health Organisation

# Annex D: Social Protection Services and Programmes in Anguilla

Social Protection Programming can be divided into three types:

- Non-contributory programming - those that do not require contributions from reached populations
- Contributory programming - those that require contributions from reached populations
- Services - services provided by Government as part of specific mandates

*These are listed in the following table:*

Programme	Responsible Agency	Financing
<b>Non-Contributory Programming</b>		
<b>Non-Contributory Pension</b>	Social Security Board	Social Security Fund
<b>Medical Treatment Overseas</b>	MoHSD	GoA Consolidated Fund
<b>Medical Exemption</b>	DSD	GoA Consolidated Fund
<b>Public Assistance</b>	DSD	GoA Consolidated Fund
<b>Bridging the Gap</b>	DSD	GoA Consolidated Fund; community sponsorships
<b>Continuing Education Programme</b>	DSD	GoA Consolidated Fund
<b>Education Assistance</b>	DSD	GoA Consolidated Fund
<b>Horizon Scholarship</b>	Anguilla Electricity Company (DSD referral)	Anguilla Electricity Company
<b>Water Assistance</b>	DSD	GoA Consolidated Fund
<b>Food Vouchers</b>	DSD	GoA Consolidated Fund
<b>Get Set</b>	Dept. Youth & Culture	GoA Consolidated Fund; grant funds; business sponsorships
<b>School Feeding Programme</b>	Dept of Education	GoA Consolidated Fund
<b>Subsidy to Pre-Schools</b>	Dept of Education	GoA Consolidated Fund
<b>Keep Infants and Toddlers Exploring</b>	MoHSD	GoA; grant funds
<b>Juvenile Rehabilitation Centre</b>	Dept of Probation	GoA Consolidated Fund; grant funding; business sponsors
<b>Contributory Programming</b>		
<b>Contributory Pension</b>	Social Security Board	Social Security Fund
<b>School Feeding Programme</b>	Dept of Education	GoA Consolidated Fund; grant funds
<b>Service</b>		<b>Agency</b>
<b>Services</b>		
<b>Family and Social Services (family problems, marital problems, domestic violence, similar)</b>	DSD	
<b>Child Care and Protection Services (physical abuse, sexual abuse, emotional abuse, child neglect, behavioural issues, similar)</b>	DSD	
<b>Foster Care Services</b>	DSD	
<b>Adoption Services</b>	DSD	
<b>Child Maintenance Services</b>	DSD	
<b>National Chronic Diseases Programming (inc. HIV&amp;AIDS)</b>	MoHSD	
<b>JESDI/Job Link Up</b>	Department of Youth and Culture	