

► Core Diagnostic Instrument (CODI) Analysis

Inclusive of DRM inputs

ILO Decent Work Team and Office for the Caribbean
UNDP Barbados and the Eastern Caribbean

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► Acronyms

BBD	Barbados dollars
BCB	Business cessation benefits
BDF	Barbados Defence Force
BECCS	Barbados Employment Counselling and Career Services
BEST	Barbados Employment and Sustainable Transformation
BERT	Barbados Economic Reform and Transformation Programme
BSLC	Barbados Survey of Living Conditions
CARICOM	Caribbean Community
CBOs	Community-based organizations
CCA	Climate Change Adaptation
CCB	Child Care Board
CCRIF	Caribbean Catastrophe Risk Insurance Facility
CDEMA	Caribbean Disaster Emergency Management Agency
CDM	Comprehensive Disaster Management
CODI	Core Diagnostic Instrument
CWP	Country Work Programme
DCWO:	Deputy Chief Welfare Officer
DEO	District emergency organizations
DEM	Department of Emergency Management
DNASC	Damage and Needs Assessment Standing Committee
DRM	Disaster Risk Management
DRSC	Disaster Social Relief Committee
ECLAC	Economic Commission for Latin America and the Caribbean
EFF	Extended fund facility
EGFL	Enterprise Growth Fund Limited
EMAC	Emergency Management Advisory Council
FAO	Food and Agriculture Organization
FSL	Food Security and Livelihoods
GDP	Gross Domestic Product
GNI	Gross national income
HDI	Human development index
IDB	Inter-American Development Bank
ILO	International Labour Organization
IMF	International Monetary Fund

ISEE	Identification and Assessment, Stabilization, Enablement and Empowerment
LAC	Latin America and the Caribbean
LFS	Labour force survey
LPO	Local purchase order
MAFS	Ministry of Agriculture and Food Security
METVT	Ministry of Education, Technological and Vocational Training
MFEI	Ministry of Finance, Economic Affairs and Investment
MHA	Ministry of Home Affairs
MHLR	Ministry of Housing, Lands, and Rural Development
MIS	Management Information System
MoF	Ministry of Finance
MPAEA	Ministry of People Empowerment and Elder Affairs
MSCCED	Ministry of Social Care, Constituency Empowerment and Community Development
NAB	National Assistance Board
NAP	National Assistance Programme
NCRIPP	National Coastal Risk Information and Planning Platform
NDU	National Disability Unit
NEMS	National Emergency Management System
NEOC	National Emergency Operations Centre
NGOs	Non-governmental organizations
NIO	Climate Change Adaptation
NIS	National Insurance Scheme
PAREDOS	Parent Education for Development in Barbados
PPE	Personnel protective equipment
PWD	Persons with disabilities
RBPF	Royal Barbados Police Force
SDGs	Sustainable Development Goals
SFP	School Feeding Programme
SHSD	Strengthening Human and Social Development
SRFP	Sub-Regional Focal Point
SVI	Social Vulnerability Index
SWO	senior welfare officer
UDC	Urban Development Commission
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USD	United States dollar
VAWG	Violence against women and girls

VAT	Value added tax
WD	Welfare Department

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► Introduction

Barbados has a relatively well-developed social protection system that has been in place for more than 50 years. In general, social insurance covers roughly 90 per cent of the labour force, while more than 70 programmes constitute the social assistance strategy.

Although this is quite positive, micro and macro challenges coexist. At the micro level, the sector experiences a series of challenges in terms of design, coverage, and governance, particularly considering potential climate-related events (ILO, 2021) and the impacts of climate change. The system is highly fragmented, with wide differences in the allocation of resources across programmes and efficiency limitations.

From the macro-perspective, the recent debt problems, some environmental shocks and the long-run aging process have been affecting the access to sustained financing at the time which put some pressure to collect additional resources so to adapt existing initiatives according to disaster-risk management principles. The impact of the COVID-19 crisis and recrudescence of natural disasters in 2021 have further highlighted the fragility of the social protection and disaster response systems to respond to increasing needs, calling on the need to speed up the current reforms leading to adaptive social protection.

For both micro and macro considerations, it seems that the Barbadian social protection sector is at a crossroads, urging changes in the legislation, the institutional design and the network of initiatives, as well as sustainable financing.

The first step in the transformation process consists in the implementation of a deep evaluation of the social protection sector that would serve as a baseline and point of reference about how the system has been performing in multiple dimensions. The Core Diagnostic Instrument (CODI) is one of the methodologies to undertake this assessment. As the Inter-Agency Social Protection Assessment (ISPA, 2015: 8) “the CODI is envisioned as a core diagnostic tool that will assess the overall social protection system performance in a coherent manner through a consistent set of outcome metrics building on existing knowledge”. The key objectives of the CODI are:

- To map the elements of a social protection system in a given country, including national objectives, strategies, policies, programmes, and schemes of the social protection system;
- To analyse social protection system performance against national social protection objectives and track progress against a standardized set of performance criteria over time;
- To serve as an evidence base for country dialogue on how to strengthen a social protection system and identify a set of entry level policy reform options, in the local context; and
- To promote exchange and coordination between national and international partners.

The United Nations Children’s Fund (UNICEF), the World Food Programme (WFP), the International Labour Organization (ILO), the United Nations Development Programme (UNDP) and UN Women have come together under the Joint Programme “Enhancing Resilience and Acceleration of the Sustainable Development Goals in the Eastern Caribbean: Universal Adaptive Social Protection”, which has two main goals: 1. to make social protection more adaptive to disaster risks and climate change; and 2. to expand social protection towards universal access.

The implementation of the CODI, led by the ILO and the Ministry of People Empowerment and Elder Affairs (MPEA) plays an essential role in providing concrete evidence to reform the social protection system of Barbados to progressively achieve universal, adequate, sustainable and adaptive social protection. Furthermore, under the leadership of UNDP, specific gender-sensitive Disaster Risk Management components have been added to the CODI report, which are aligned with the CODI tools and fully embedded in the CODI implementation and this report.

This document presents the results of the implementation of the CODI in Barbados during 2021. Following the guidelines coming from ISPA (2015), a team of experts explored relevant documentation in the field, analysed macro and micro data with key context variables about Barbados, elaborated an inventory of social protection programmes and conducted a series of interviews with officials of selected social protection programmes that provided invaluable information about the performance of the social protection system of Barbados.

It is relevant to highlight the limitations of this report. The main shortcoming faced by the team was limited and incomplete qualitative and quantitative information. From the side of non-contributory programmes, even when the team held meetings with the programme officers, there was no quantitative information to complement the CODI interviews. Along with that, the analysis performed for contributory schemes included only information available on the official web pages since the team could not hold the CODI interview despite several teams' efforts. In this sense, the report could be omitting relevant data to properly assess the social protection system in Barbados.

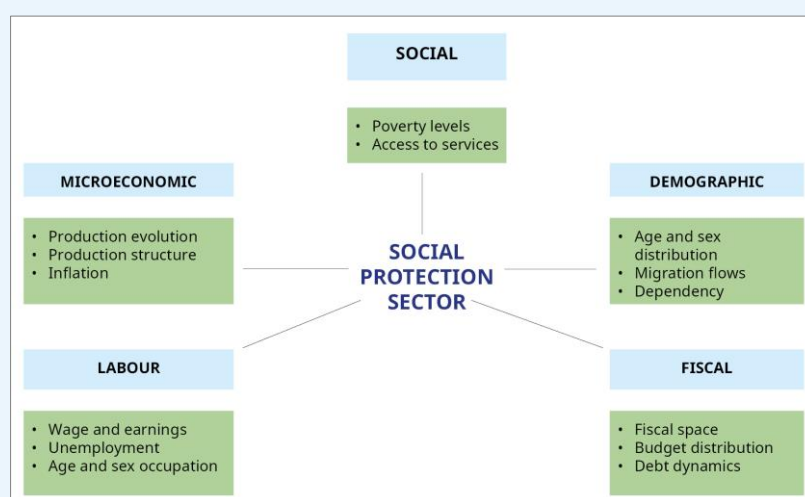
► Country context

The country context is an essential piece in the understanding of the overall characteristics and performance of the social protection sector in Barbados. Contextual variables that include macroeconomic performance (production and macro-prices), fiscal evolution, demographic characteristics, labour market dynamics and social trends are those aspects that constitute the analysis of how external variables affect the sector (see Figure 1). Each dimension shapes the sector from different angles.

Firstly, the macroeconomic dimension basically comprises the evolution of the Gross Domestic Product (GDP) and its structure as well as the performance of key macro-prices related to prices (inflation), exchange rate and interest rates. A strong economy with high GDP growth rates may have positive effects on aspects like employment, tax revenue collection, poverty reduction and even migration flows that, ultimately, will relax pressures over the social protection programmes.

Secondly, the demographic structure of the country is linked to the social protection sector through multiple channels. The structure of the population and its tendency in the long run presents information about the age-distribution of the pyramid and the way it will change in the next decades. If these dynamics reflect a fast-aging process, then social protection programmes and its financing should be designed in such a way that they would be able to expand coverage in line with elderly groups growth rate. The sex-distribution also provides important data for the design of gender-responsive social protection programmes as women tend to use health services in a more intensive degree than men and coverage rates are usually lower than of men. Also, women, including female-headed households, experience worse socioeconomic conditions and risky/vulnerable situations and, as a consequence, the implementation of gender-responsive programmes to enhance the protection of these groups are usually expected. Finally, migration also plays a critical role in social protection as immigrants may become both contributors to the system but also a source of benefit/service demand.

► **Figure 1. Relationship between social protection sector and context conditions**



Source: Authors' elaboration

Links between social protection and fiscal policy can be traced in three lines: taxation may play a double role as a source of financing but also as a potential threat to social conditions if the tax structure is highly regressive. Public expenditures, both volume of allocated resources and distribution across sectors, reflect the level of political interest in favouring certain areas like social protection, environment, or defence. Finally, public debt may also act in two ways. First, debt may be another source of social protection financing although this may not be possible in the long run, just for some periods, if other conditions do not prevail (i.e., high economic growth). However, when debt becomes unsustainable, it may force the

Government to cut spending (consequentially affecting social programmes) while debt repayment and interests grow, thereby competing with funding for social protection. This is of particular interest in the context of the COVID-19 pandemic that increased public financing requirements to respond to the crisis.

The labour market has a strong influence in social protection programmes. On the one hand, occupied persons may constitute the basis of social security schemes with salaried workers representing the main foundation of its financing. The self-employed, on the other hand, are usually associated with informality, a key topic for social protection policies and programmes. Another critical aspect in this key area is women's participation in the labour market. For instance, women can be excluded from contributory to social protection programmes when they have a low participation rate in the labour market. In this sense, the social protection system should generate gender-responsive programmes for this population to access opportunities to improve their social and economic situation. Unemployment also presents serious challenges for social protection with unemployed persons associated with poorer socioeconomic conditions. Demand for specific schemes like unemployment insurance are in the political agenda of many countries. A third variable refers to earnings and their fluctuations over the working life of the beneficiaries. A persistent deceleration of labour earnings may negatively affect financing. Finally, although not always considered in social protection analysis, the so-called "outside the labour market group" (i.e., people not occupied or unemployed) may provide relevant information on possible barriers that women may face to be incorporated into the labour market. As a result, care services may become relevant in the discussion of the portfolio of benefits.

The last category of importance in context assessment refers to the social conditions of the country. Poverty is, as before, one of those core variables for which most social assistance programmes are created to reduce/alleviate deprived conditions. The characteristics, extension and volume of required services for these types of programmes depend on the poverty and vulnerability profile of the population.

The institutional arrangements for the administration of social protection programmes, as well as their legal basis, also has great importance in the analysis of the performance of social protection systems. Social insurance is usually implemented through legislation and administered by a single institution. On the other hand, social assistance programmes tend to be implemented without legal frameworks and are administered by multiple ministries/agencies. Overall, national coordination mechanisms of social protection must be in place to ensure coherence of design, intervention and financing of the social protection system of the country.

Key macroeconomic trends

For the past 15 years, the Barbadian economy has been performing poorly with growth rates averaging -1.4 per cent per year (-0.3 per cent per year before the pandemic). In monetary terms, the real GDP was roughly 4 per cent lower in 2019 as compared to 2006; but expand to a 20 per cent decrease in 2020 when compared to 2016, because of the COVID-19 pandemic affecting the entire economy, especially the tourism sector. At the same time, the real GDP per capita fell -0.35 per cent per year (-0.96 per cent by the end of the first year of the COVID-19 pandemic).

The unstable behaviour of the Barbadian economy is explained on the grounds of the multiple shocks experienced during the assessed period. After peaking at BBD31,446 per person in 2008, the Global Financial Crisis sharply broke the tendency and pushed down the GDP per capita to a low BBD27,632 in 2014. This shock, plus the structural conditions that characterize the country like low productive diversification, small market size and high dependence on imports (Deyal et al, 2019), complicated the recovery process. In addition, the fiscal problems experienced during the 2010s forced the Government to implement consolidation strategies that included revenue increments and expenditure cuts.

► Figure 2: Barbados - Real GDP per capita, 2006-2020



Source: Barbados Statistical Service

In terms of the dynamics and composition of the national output, accommodation and food services (15.1 per cent), real estate (9.9 per cent) and financial and insurance services (8.8 per cent) were the top three contributors in 2019. Business services and wholesale and retail also account for more than 8 per cent of the GDP.

Since 2006, the structure of the economy constantly moved to the top of the list. In 2006, for instance, accommodation, business services and wholesale/retail trade ranked as the top three contributors, while in 2012 real estate displaced business services. By 2019, financial services jumped to become one of the top sectors while trade moved out of that list. In all the assessed years, accommodation and food services ranked as the most important economic sector of the Barbadian economy being the only one with a two-digit participation rate.

► **Table 1. Participation of economic sectors in GDP, selected years**

Branch	2006	2012	2019
Accommodation and food services	13.1%	12.0%	15.1%
Real estate	8.2%	9.3%	9.9%
Financial & insurance	9.1%	8.7%	8.8%
Business services	9.4%	8.5%	8.4%
Wholesale & retail trade	10.6%	8.9%	8.1%
Information & communications	4.8%	6.6%	5.9%
Manufacturing	7.5%	5.6%	5.1%
Transportation and storage	4.6%	4.4%	5.1%
Construction	6.4%	5.6%	5.0%
Public administration, defence & social security	4.8%	6.3%	4.6%
Personal & other services inclusive of private education & health	3.7%	4.2%	3.9%
Public education	2.6%	3.2%	3.0%
Electricity, gas & water supply	2.2%	2.5%	2.3%
Agriculture and fishing	1.3%	1.2%	1.3%
Public health	1.1%	1.2%	1.0%
Mining and quarrying	0.3%	0.2%	0.5%

Source: Barbados Statistical Service

In relation to the individual performance in the long term, mining (3.5 per cent per year), information and communications (1.3 per cent) and real estate (1.1 per cent) led the list of sectors in terms of the highest growth rates. On the contrary, manufacturing (-3.1 per cent), wholesale and retail trade (-2.4 per cent) and construction (-2.3 per cent) ranked at the bottom. Apart from accommodation (0.8 per cent) and real estate, the rest of the top contributors experienced negative rates. Those are the cases, for instance, of financial and insurance services (-0.54 per cent) and business services (-1.2 per cent).

When both criteria are considered together (participation in GDP and long run growth rates), then analysis, derives three types of sectors (see Figure 3):

1. Group A: sectors with low participation in 2006 and growth rates above the average. The following sectors belong to this category: Information, Transportation, Public Administration, Personal Services, Public Education, Electricity, Gas and Water, Agriculture and Fishing, Public Health and Mining and Quarrying.
2. Group B: sectors that depart with a high participation in the economy (i.e. more than 6.25 per cent) and above-the-average growth rates: Real estate, financial and insurance and accommodation and food services belong to this sector.
3. Group C: sectors with a high share in the economy but negative long-run average growth rates: Business services, construction, manufacturing and wholesale and retail trade fell, overall, -2.2 per cent per year. All together, they accounted for 33.9 per cent of the economy.

► Figure 3: Cross-relationship between participation in GDP and long-run growth, 2006-2019



Source: Barbados Statistical Service

The recent negotiation and implementation of the Barbados Economic Recovery and Transformation (BERT) programme, under the four-year extended fund facility (EFF) arrangement with the International Monetary Fund (IMF), initially represented a hope to spur growth in the next years. The EFF was expected to provide USD290 million to protect the exchange rate, while some other fiscal measures will be introduced to improve the Government's fiscal position. This may generate some positive signals for investors and households, but at the same time, the fiscal consolidation process may negatively affect aggregate demand in the next years due to tax increments and budget reductions.

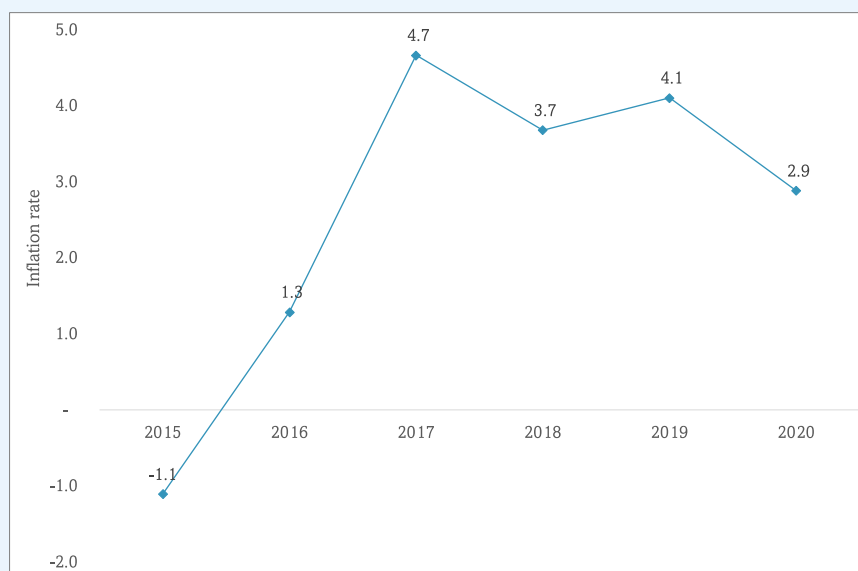
The emergence of the COVID-19 pandemic, however, slowed down positive perspectives and has delayed output recovery and full fiscal consolidation. GDP real growth rate fell to -18 per cent between 2019 and 2020 according to IMF's estimates. In response to that, the Government of Barbados announced a USD1 billion stimulus package to offset the negative consequences of the lockdown on wholesale and retail trade and the closure of ports in the tourism sector. In addition, the Government promotes the Barbados Employment and Sustainable Transformation (BEST) plan *"aimed at safeguarding jobs in the tourism sector, minimizing bankruptcies, and strengthening the competitiveness of the sector until normalcy returns. The programme also provides financing for green initiatives, digitization of processes and systems for lower cost and improved service, and investment in local suppliers of food, furniture, and other supplies"* (ECLAC, 2020: 2).

This type of initiative, however, will affect the fiscal balance by increasing expenditure at a time when revenues will not have yet recovered due to slow economic growth. In addition, full recovery may take longer than expected and this would also play against the path to fiscal sustainability. Again, according to IMF initial estimates and forecasts, the Barbadian GDP grew 3.2 per cent in 2021, not enough to offset the negative impact of the pandemic. The economic forecast for 2022 (8.5 per cent) indicates that the level of production still would not fully recover to the 2019 levels. Indeed, the uncertain path of the pandemic around the world may motivate some cautiousness in relation to macroeconomic forecasts as they are highly sensitive to sanitary restrictions. The HEAT Series prepared by UNDP, UNICEF and UN Women HEAT (2020), estimated that a 5-week lockdown and a late restart of the touristic activity may decrease GDP growth by 1.5 points per month of delay. Similarly, consumption may decrease 2.3 points per month in a similar situation.

Finally, inflation, as a proxy of macroeconomic stability, averaged 2.6 per cent per year in 2015-2020. After 2017, the country experienced an important reduction in the annual inflation rate from 4.7 per cent to 2.9 per cent. Impavido (2018) concludes that inflation in Barbados is mainly explained by external factors, particularly oil prices and food prices, although

some domestic determinants like changes in tax rates and monetary shocks have also played a key role in the evolution of inflation in the past 25 years.

► **Figure 4. Inflation rates in Barbados, 2015-2020**



Source: Barbados Statistical Service

High vulnerability to climate-related and economic disasters and shocks

The geographic location of Barbados provides a natural base for tourism, but it exposes this Small Island Developing State to several natural and anthropogenic hazards. The island is particularly susceptible to the potential impacts of climate change, including coastal inundation and sea-level rise, an increase in tidal and storm surge levels, coastal erosion, rising temperatures, precipitation anomalies, changes in rainfall patterns, drought and more frequent and intense tropical cyclones, many of which impact the coastline where most of the population, significant public infrastructure, private assets and important natural resources are located (Evanson 2014; Moore, et al. 2014).

Although Barbados has not been directly hit by a tropical cyclone between Hurricane Janet in 1955 and the Hurricane Elsa in July 2021, inland flooding is considered the most common natural hazard in Barbados, with the biggest socio-economic impacts (Hinds and Spence, 2006). This flooding often occurs due to storms/hurricanes and heavy rainfall during the rainy season. Some of the flooding results from run-off water from the deforestation of natural vegetation to construct roads, urban structures (Collymore, 1992), illegal dumping of solid waste in drains and gullies (ECLAC, 2007) as well the public's lack of understanding about the crucial role that the drainage system plays during the periods of heavy rainfall.

The economic costs of disasters are also increasing. While at this stage it is impossible to fully quantify the impact of the COVID-19 crisis (and of the recent Hurricane Elsa), it is already representing the most severe shock that the island had to face. The damages and economic losses of past events have been estimated at over USD100 million for Hurricane Janet in 1955 and Tropical Storm Emily in 1987 (PreventionWeb, 2010). According to statistics from PreventionWeb (2010), economic damage caused by disasters accounts on average for USD3.4 million per year.

Climate change is increasingly impacting people who are vulnerable to multiple risks including loss of employment, livelihoods and production disruption due to abandonment of low-lying areas, food insecurity and associated health risks. Within the last two-decade, smaller events with localized impacts have triggered social assistance for certain segments of the population including the 2008 financial crisis, influx of Sargassum seaweed and the fallout from the failure of the South Coast Sewerage System.

Climate change also has severe implications for sustainable development with major implications for economic growth, employment, health and livelihoods. Gender inequality, which is aggravated by the consequences of climate change, is a

key factor of deprivation. Consequently, adaptive social protection systems must be gender-responsive and provide opportunities for women and girls to fully benefit from social protection and socioeconomic inclusion.

In addition to the impact of natural hazards, Barbados' vulnerability to economic shocks is linked to its small open economy, the size of its domestic and foreign markets as well as its high import bill. External economic shocks represent a key source of macroeconomic fluctuation in Barbados which has a symbiotic relationship with the country's domestic economy and the livelihoods of its residents (IADB, 2010). In 2020 to date, Barbados has been affected by the COVID-19 pandemic and its socio-economic impact.

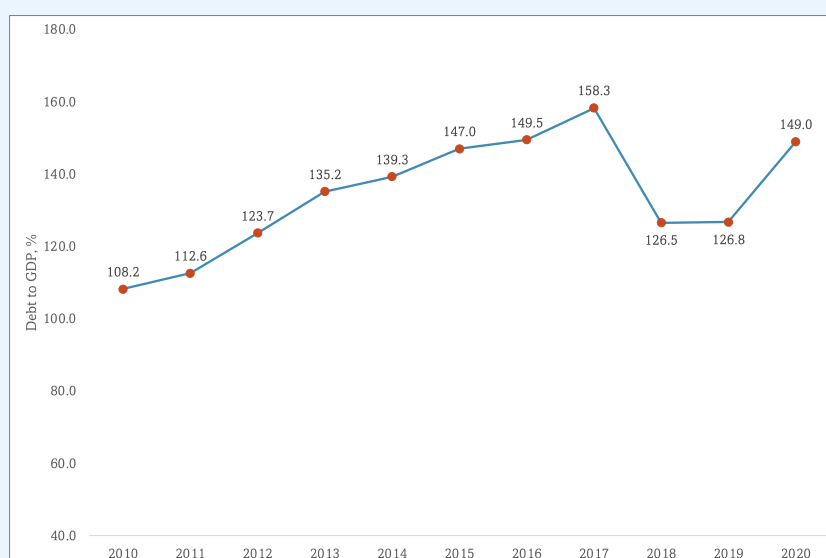
Fiscal performance

Any macroeconomic analysis of the fiscal performance of the country requires at least three components: revenues, expenditures, and fiscal balance/debt. As it was explained in the introduction to this section, the fiscal dimension may act over social protection through fiscal space considerations (i.e. how much funding is available for the sector?); expenditure size and structure (i.e. how does the Government allocate those funds, especially to social protection?); and macro-sustainability (i.e. what is the fiscal deficit evolving, how is this affect debt dynamics and how is this jeopardizing future social protection funding?).

Throughout the decade (2010-2020), fiscal instability has been the norm. The fiscal balance (i.e., the difference between total revenues and total expenditures) averaged 7.9 per cent of GDP per year. Up to 2017, the deficit amounted to 10.1 per cent of GDP per year, however, the introduction of multiple fiscal consolidation measures since 2013 and the debt restructuring process have allowed the country to achieve surpluses (primary or total) in 2018 and 2019. The pandemic reversed those efforts and moved the deficit back to the level observed in 2016.

The cumulative high deficits experienced during the decade accelerated fiscal complications. As a result, the public debt grew substantially to its highest value at 158.3 per cent of GDP in 2017, forcing the Government to stop honouring its debt payments. In 2018 and 2019, Barbados restructured its public debt including domestic and external components. Anthony et al (2020) summarize the debt renegotiation experience of Barbados in three basic features: 1) a wide process that includes treasury bills, something not common in the international experience; 2) the length of the process was longer than usually expected (18 months); and 3) substantial gains were achieved. In addition to debt renegotiation, the Government adopted a series of measures aimed at controlling debt in the long-run and retake higher rates of economic growth. In particular, three issues were critical: 1) the definition of a debt target of 60 per cent of GDP by 2033; 2) the launch of the Barbados Economic Reform and Transformation Programme (BERT); and 3) the negotiation and entering into an Extended Funding Facility (EFF) with the International Monetary Fund (IMF).

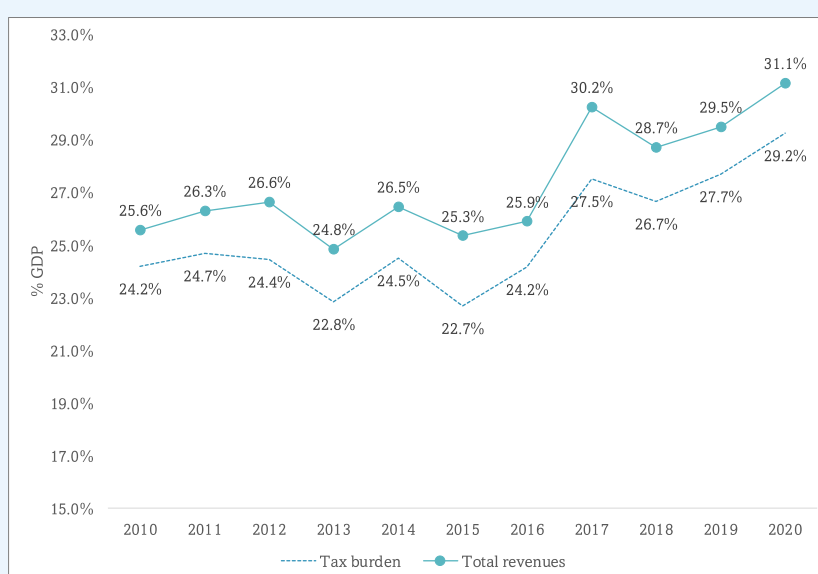
► Figure 5. Public debt evolution in Barbados, 2010-2020



Source: Barbados Statistical Service and IMF

In line with the overall debt renegotiation, the country introduced several fiscal consolidation measures from both the revenue and expenditure dimensions. In relation to revenues, available data for 2010-2020 shows that public revenues accounted for 27.3 per cent of GDP with a clear tendency to increase over the years. In this way, while total revenues represented 26.2 per cent of GDP in 2010-2012, these figures increased to 29.8 per cent of GDP in 2018-2020. This is true even if the assessment eliminates the special conditions observed in 2020 when public revenues peaked at 31.1 per cent of GDP. This figure, however, was not the result of a nominal increment in tax collection but the outcome of a sharpen decline in GDP vis-à-vis total revenues. Indeed, in 2020, public revenues were 11.5 per cent lower than in 2019. The tax burden averaged 25.3 per cent of GDP in the same period, representing 92.7 per cent of total revenues. Since 2015 taxes have been growing persistently from a lowest 22.7 per cent to 27.7 per cent of GDP in 2019.

► **Figure 6. Total Government and tax revenues, 2010-2020**

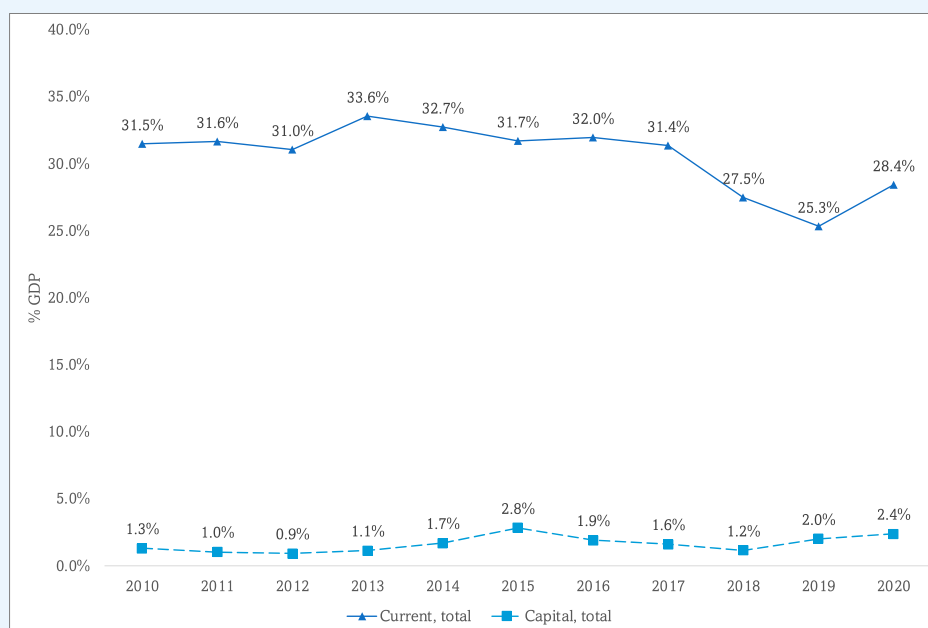


Source: Barbados Statistical Service

In addition to changes in the key taxes like VAT and income tax, the Government introduced other levies as part of the consolidation process. During the past decade, other taxes such as the online transactions tax, the shared accommodation levy, the tax on gambling earnings and the health service levy, were also introduced (ECLAC, 2019). Although much of the discussion around social protection funding involves the introduction of non-traditional taxation (like gambling and financial transactions taxes) to support specific programmes, in Barbados these levies were not approved as an earmarked source but as a general revenue to reduce deficits.

As expected, public spending decreased in the past decade. Total expenses, including current and capital expenditures, represented 32.2 per cent of GDP during the entire period (32.4 per cent without pandemic) with some tendency to decline in the last years. In relation to the latter, the average level of public expenses fell from 32.5 per cent of GDP in 2010-2012 to 29.7 per cent in 2017-2019.

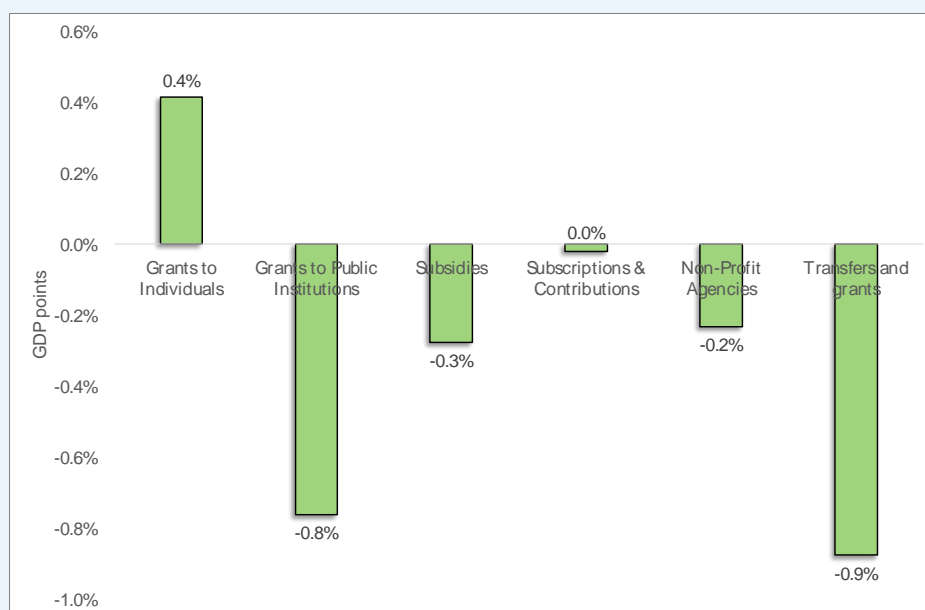
► Figure 7. Current and capital expenditures, 2010-2020



Source: Barbados Statistical Service

Following the economic classification approach of the budget¹, most of the adjustment was exerted on interests (-1.9 points) and remunerations (-1.6 points). However, although the fiscal consolidation process concentrated efforts in those two items, 17 per cent of the decline in current expenditures was due to transfers cuts. Following figure 8, the available data indicate that only one category, grants to individuals, grew during the analysed period (+0.4 points gain). This may be good news for the sector as it may reflect that, despite the critical fiscal moments, there was political will to continue expanding programmes. However, the contraction in subsidies (-0.3 points) may offset the former achievement. Indirectly, the work of non-profit agencies linked to social protection may also be affected by additional cuts (-0.2 points).

¹ The economic classification of the budget classifies the public spending according to the economic purpose of it. There are three categories usually included in this approach: current and capital expenditures and financial transactions. Each category can be disaggregated into smaller accounts like remunerations, procurement of goods and services, capital expenditures and transfers.

► **Figure 8. Adjustment in transfers and grants (points of GDP), average fiscal years 2010/2011 and 2018/2019**

Source: Barbados Statistical Service

In short, the fiscal consolidation process may have the following effects on the social protection sector:

- The sharp decline in interest payment, especially domestic interests (-4.1 points of GDP in 2017-2019), may be positive for social protection financing as their reduction implies resource liberalization for alternative purposes. However, this may be an alternative in the medium-term as currently all efforts aimed at controlling public expenditures are expected to support the consolidation process so additional expenditures would be avoided. In some years, part of this interest decline can be utilized to finance social initiatives.
- If fiscal consolidation continues, one may expect additional cuts in transfers as previous downward movements in salaries and interests may be reaching a minimal point. Instead, the Government may target transfers and goods and services (or even capital expenditures) to move on the fiscal consolidation reform.

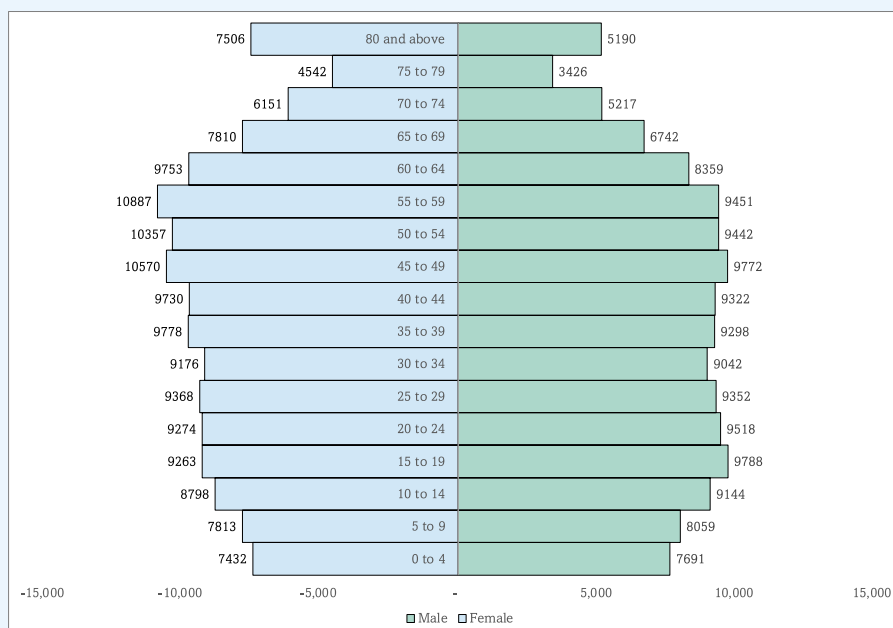
The CODI report will be complemented by a Social Protection Expenditure review of Barbados that will provide detailed information about the financing of its social protection system.

Demographic characteristics

By 2020, the total population of Barbados was estimated at 287,371 people. Over the course of the past decade, the total number of people living in the country has increased at a very low rate that is also declining towards zero-growth. In this regard, for instance, population growth averaged 0.15 per cent per year between 2015 and 2019, moving down from 0.18 per cent to 0.13 per cent in the same period. In other words, the total number of inhabitants expanded by 425 persons per year. Own estimations show that, if this tendency continues, the population will start decreasing in 2032.

In terms of its demographic structure, Barbados experiences a strong aging process. According to the figures in the population pyramid below, the group in the range 0-14 years account for 1 out of every 6 Barbadians, similar, to the participation of the group 65 years old and above (16.2 per cent). Young people (15-24 years) represent 13.2 per cent of the people. Consequently, given the observed dynamics and the current structure of the population, the pyramid will start concentrating a large share of the citizens in the upper part of the structure (above 55-60 years old) while the lower part of it will start narrowing.

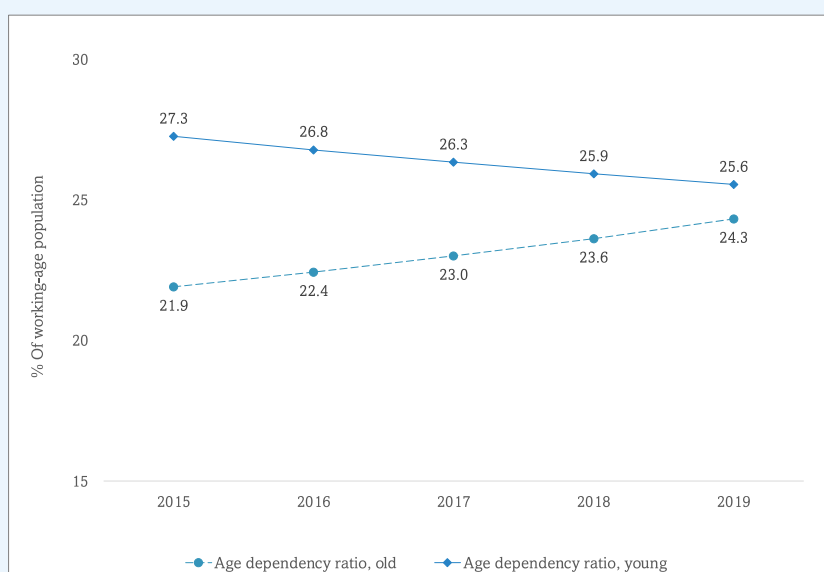
► Figure 9. Barbados: Population Pyramid, 2019



Source: Authors' elaboration based on World Development Indicators

As a result of this structure, the dependency ratios (young and old)² show opposite tendencies. For instance, while in 2015 there were 27.3 persons 0-14 years per 100 persons in the range 15-64, by 2019 this percentage dropped to 25.6 per cent. On the contrary, old-age dependency ratios grew from 21.9 to 24.3 per cent.

► Figure 10. Young and old dependency ratios, 2019



Source: Authors' elaboration based on World Development Indicators

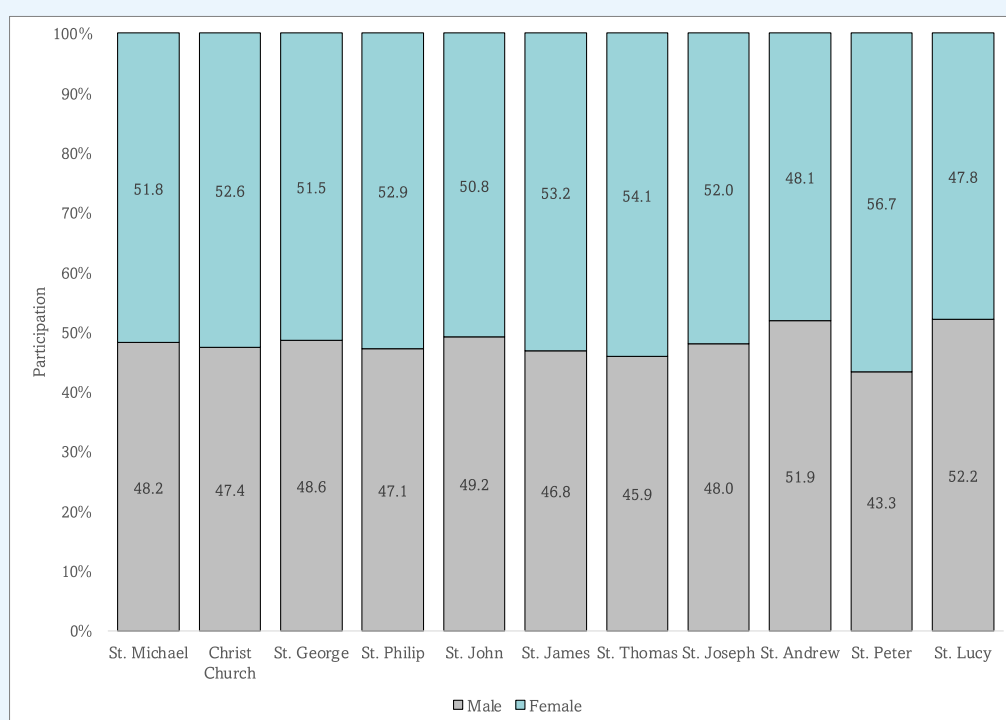
² The young and old dependency ratio measures the proportion of people 0-14 years (young dependency) and 65 and over (old dependency) as a share of people 15-64 years.

In terms of the composition of the population, women and rural citizens prevail over men and urban settings, respectively. Overall, there are 93.4 men per 100 women, but this coefficient differs across the different age groups. For instance, from 0 to 24 years old, the ratio of men to women is over 1 (i.e., there are more men than women in the population), but from the age of 30, the number of women exceeds that of men. Only in the range of 25-29 years, are both groups practically the same size.

Most of the people live in rural settings (68.8 per cent). At least since 2015, this structure experienced no change. There are also no wide gaps between the proportion of women living in rural areas (68.0 per cent) and the corresponding male percentage (68.8 per cent). Nationwide, 34 per cent of the population is rural-female while an additional 34.4 per cent is rural-male. This high share of the population living in rural areas increases both social and disaster vulnerability and increases the role that social protection should have in protecting the Barbadian population.

The largest Parish, St. Michael, concentrates 31.8 per cent of the population according to the latest census. The other two largest parishes, Christ Church and St. Phillip, account for 19.6 per cent and 11.0 per cent respectively. The structure of Parish populations, by gender, shows two places with above-the-average proportion of women living there: St. Peter (56.7 per cent) and St. Thomas (54.1 per cent). In St. Andrew and St. Lucy, on the contrary, males exceed the proportion of females.

► **Figure 11. Barbados: gender composition per Parish, 2019**



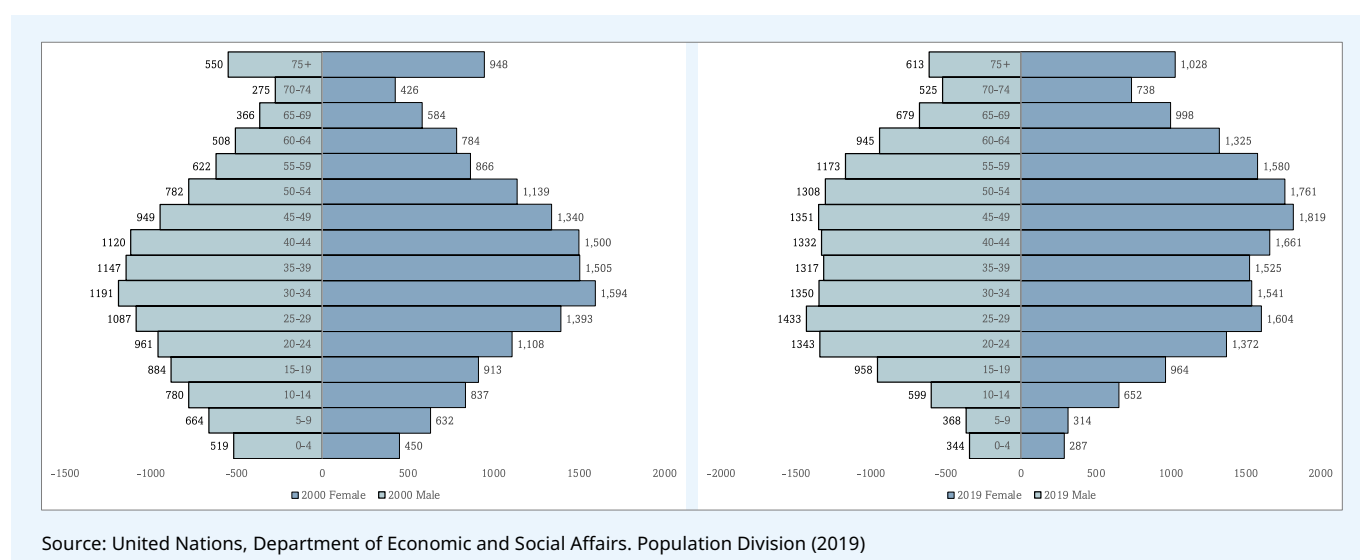
Source: Authors' elaboration based on Labour Force Survey 2019

Finally, international migration is a critical issue in the conformation of the Barbadian population. According to the United Nations Population Division, the number of immigrants living in the country in 2019 amounted to 34,807 persons. This figure has been growing faster than the whole population at an average 0.7 per cent per year since 2010. Between 2010 and 2019, the number of migrants moved up from 11.6 per cent to 12.1 per cent of the total population. By gender, women account for 55.1 per cent (19,169 persons) of the total. Economic reasons and climate-change related factors may affect the flow of immigrants. It is important to remember that Barbados is the biggest economy in the Eastern Caribbean and consequently it attracts workers from multiple nations. But not only economic reasons may explain migration to Barbados. Serraglio, Adaawen and Schraven (2021) explored data quality of six Caribbean countries in relation to natural disasters

and human mobility. The authors mentioned, for instance, that during the hurricane season of 2017, storms like Hurricanes Irma, Harvey and Maria displaced roughly 3 million people across 16 countries in the Caribbean and USA.

Following the migrant age-population pyramids in Figure 12, 7.4 per cent of all migrants has 0-14 years while 13.2 per cent are 65 years old or above. In relation to the structure that prevailed in 2000, the former group tended to shrink (13.7 per cent in 2000) while the latter expanded (11.1 per cent in 2000) in an aging process like that which was observed in the national population. Although 30 per cent of the total is currently 15-34 years, this share also fell since 2000 by almost 2 percentage points. In other words, even the working population is aging with the group 45-59 years growing from 20 per cent of the total to 25.8 per cent in 2019. In relation to the national pyramid, immigrants have a higher proportion of working-age population (15-64 years), with reduced participation in both extremes of the distribution. On the other hand, male migrants represent 41.9 per cent of the stock with a declining participation across the different age groups. In this regard, while boys (or males) account for 52.4 per cent of the migrants in the 0-4 years age group, the figure drops to 36.2 per cent in the “65 and over” male group. By origin of the person, Guyana represents 19.1 per cent of the group living in Barbados followed by Saint Vincent and the Grenadines (9.0 per cent) and the United Kingdom (7.3 per cent).

► **Figure 12. Barbados: migrant population pyramids, 2000 and 2019**



International migration coming to Barbados may be an issue for social protection. The human rights approach to social protection promotes universal coverage to all persons living in a country regardless of its legal status. However, the existing Barbadian legislation currently establishes that only those *residents* may receive social benefits, and in some particular cases (like non-contributory pensions), residential conditions may exceed a minimum number of years.

Finally, a total 112,925 Barbadians were estimated to live abroad from an initial 96,348 persons in 2010. In other words, during the past decade, the number of Barbadians living in other countries grew by 17 per cent. That means that, on average, each year, 1,842 Barbadian leave the nation, especially to the United States (55.9 per cent) and United Kingdom (25.3 per cent).

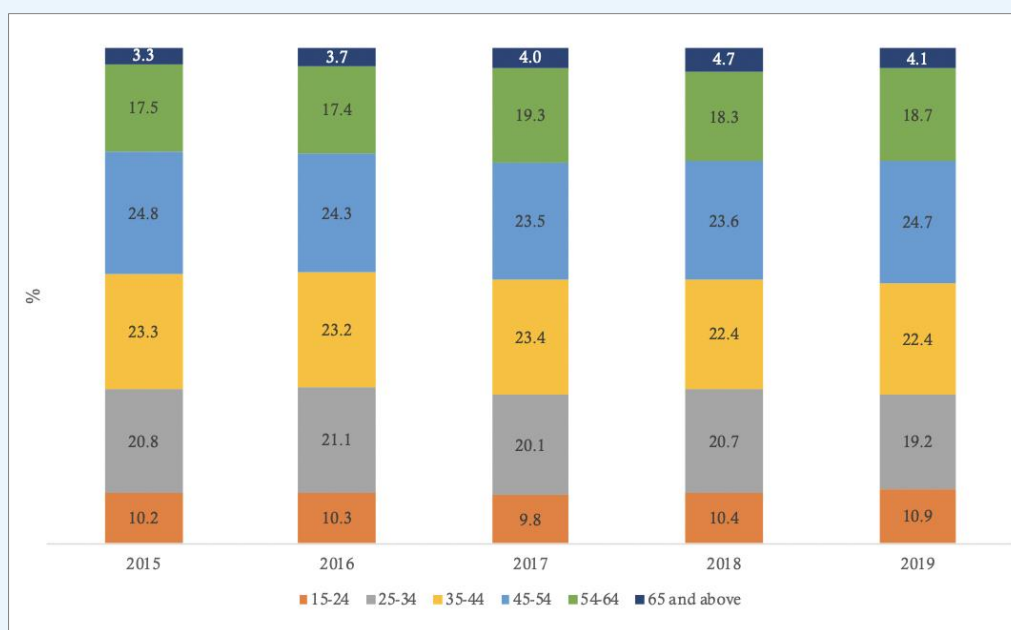
Labour market

According to the Labour Force Survey and the Barbados Labour Market Information System, the labour force of Barbados (employed plus unemployed persons) amounted roughly 139,000 persons in 2019 or 51.1 per cent of the total population. Since 2015, this group experienced an important reduction from an initial 145,000 people for a net loss of 6,000 less persons. This shrinkage was mostly observed in 2018 and 2019 and slightly affected women more than men. In this regard, while there was a decline of 2,530 male Barbadians in the labour force, the total number of reduced women amounted 3,218 persons. Three distinctive features characterize this reduction. First, the fall in the number of occupied persons was practically the same: 1,678 men and 1,684 women. Second, given the former, the driving force of the reduction of the labour force was the decline in unemployment that mostly favoured women (-1,533 persons) than men (-851 persons).

Third, and although this is not part of the labour force account, the “out of the labour market” group grew faster among women (+1,555).

In terms of its individual characteristics, men represent a bit more than 50 per cent of the workforce while the largest individual age group is the one between 45 and 54 years (with one in four persons in the workforce). In addition, people 35-44 years account for the second largest group with 22 per cent in the workforce.

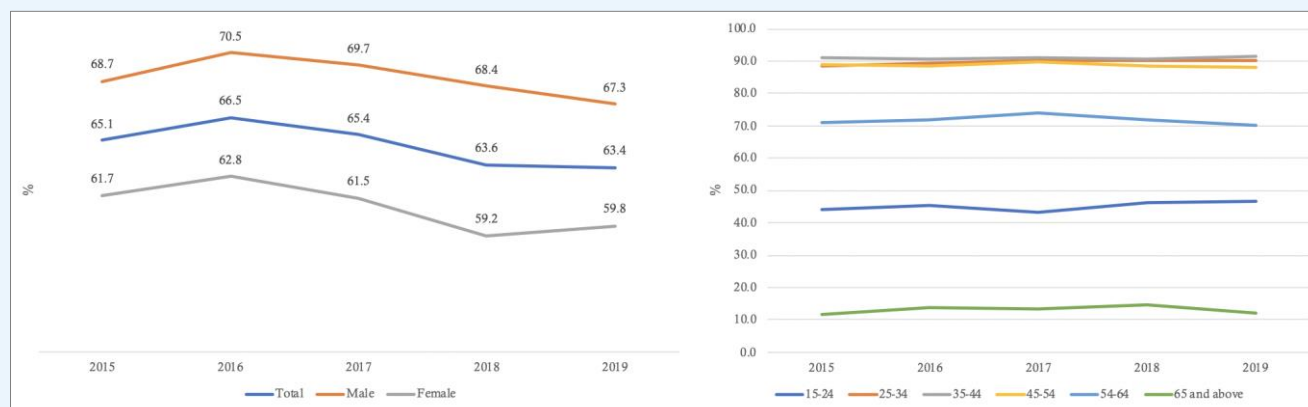
► **Figure 13. Composition of workforce in Barbados, by age group, 2015-2019**



Source: Estimations based on LFS

Participation rates by individual group also differs by gender and age. By gender, 67 per cent of the men in the range of 15 years or above are currently active in the labour market. This percentage declines to 60 per cent among women. Since 2016, both groups experienced a downward trend in their corresponding participation rates. When the analysis moves by age, practically 90 per cent of the people 25-54 years are active. This percentage drops to 45 per cent among young people.

► **Figure 14. Labour participation rates by gender and age groups, 2015-2019**

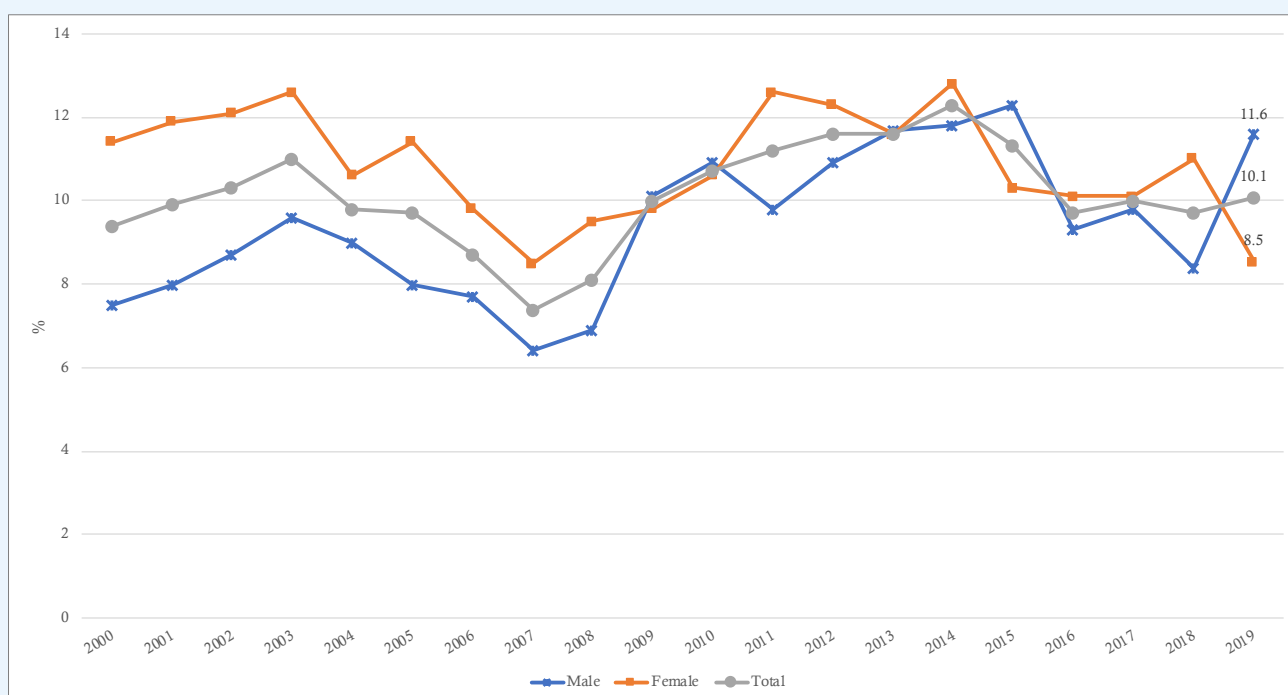


Source: Estimations based on LFS

Of the total workforce, 9 in 10 were occupied, meaning that the unemployment rate accounts for 10 per cent of the group. This rate was relatively stable between 2016 and 2019. However, the pandemic increased unemployment to 12.8 per cent, which has an important effect on social protection expenditures. For instance, the National Insurance Scheme reported a total 52,282 unemployment claims during 2020, 4.6 times more claims than in 2019.

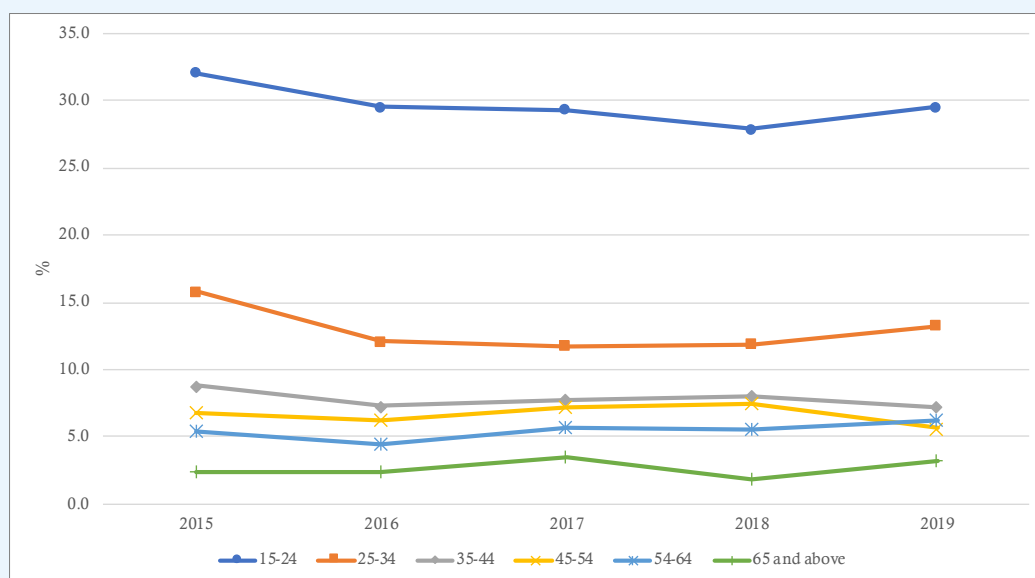
Over the long run, unemployment in Barbados shows a cyclical pattern with the first period occurring between 2000 and 2007 when it reached its historical minimum below 8 per cent, while a second cycle was observed between 2008 and 2016, although in this case the country never achieved the rates observed prior to the Global Financial Crisis. Then, in a third cycle (2016-2019), unemployment remained practically constant and close to 10 per cent of the labour force. One interesting fact of the Barbadian unemployment behaviour is the interchange between male and female unemployment. Contrary to other countries where female unemployment is persistently higher than male, in this case the highest rates are sometimes among men (2015 and 2019) and sometimes among females (2016, 2017 and 2018). This fluctuating pattern may be in line with the specific characteristics of occupied workers and the way they participate in the labour market. For instance, women tend to participate more as salaried workers than men in both private and public sectors. This may imply more stability. However, depending on the fiscal conditions of the Government, hiring and firing decisions may finally affect women more than men. Also, specific sectoral conditions may have different effects on women. If tourism significantly fluctuates from one year to the other, then it is possible that female labour may be more affected by those fluctuations. In short, the ups and downs in unemployment, by gender, seem to be more associated with short-term factors (fiscal policies, sector-specific conditions) than structural conditions.

► **Figure 15. Barbados: Unemployment rate by sex, 2000-2019**



Source: Estimations based on LFS

A second critical characteristic of the Barbadian unemployment is the considerable high rates experienced by younger groups, especially 15-24, where this situation affects almost 30 per cent of the young labour force. The older the category, the lower the probability of being unemployed.

► **Figure 16. Barbados: Unemployment rate by age group, 2015-2019**

Source: Own elaboration with data from LFS

Social performance

Data on poverty in Barbados is limited. According to the World Bank (2021), poverty incidence jumped from 15.1 per cent in 2010 to 17.2 per cent in 2016, this being the last available rate. Most likely the poverty incidence increased with the advent of the COVID-19 pandemic in 2020. Poor households are characterized by the following conditions:

- About 60 per cent are women-headed;
- Unemployment rates in this group are between 2.5 and 3.0 times higher than the national rate; and
- Overcrowding³ affects 1 in 10 poor families.

In a more multidimensional approach, the 2019 Human Development Index was estimated at 0.814, a value that classifies Barbados as a country in the very high human development category. The nation ranks 58 out of 189 countries and territories. In the long run, the country shows important progress in this indicator, moving from an initial 0.732 in 1990 (Table 2). By gender, women in Barbados enjoy a higher HDI (0.816) in comparison to men (0.809) especially in life expectancy and schooling. However, there is a 37 per cent gap in favour of men regarding GNI per capita.

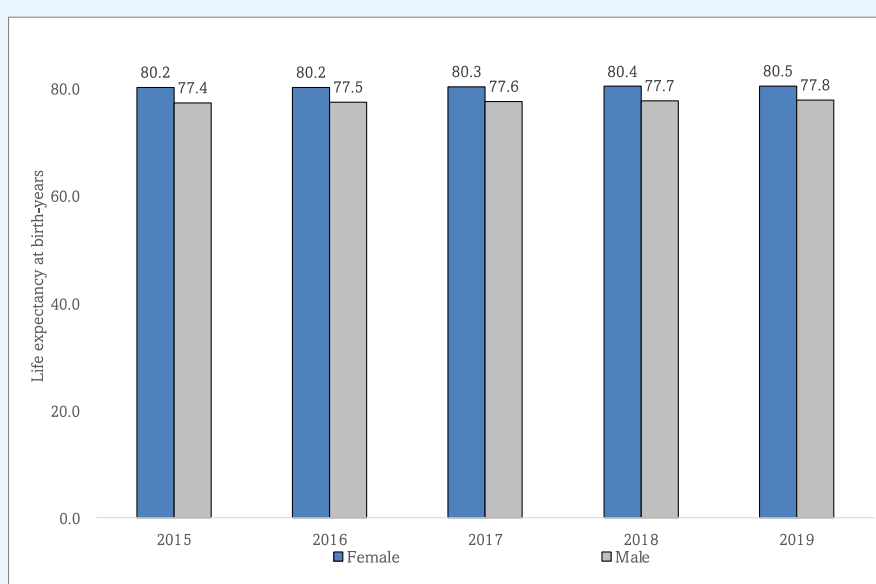
³ Overcrowding refers to a situation in which the number of household members exceeds the number of rooms available to those members in a ratio of 3:1, according to international household survey definitions.

► **Table 2. HDI scores, total and by component, 2019**

Year	Life expectancy at birth	Mean years of schooling	HDI value
1990	74.7	8.1	0.732
1995	75.9	8.6	0.747
2000	77.2	9.0	0.771
2005	77.9	9.2	0.787
2010	78.4	9.4	0.797
2015	78.8	10.5	0.809
2016	78.9	10.6	0.811
2017	79.0	10.6	0.810
2018	79.1	10.6	0.810
2019	79.2	10.6	0.814

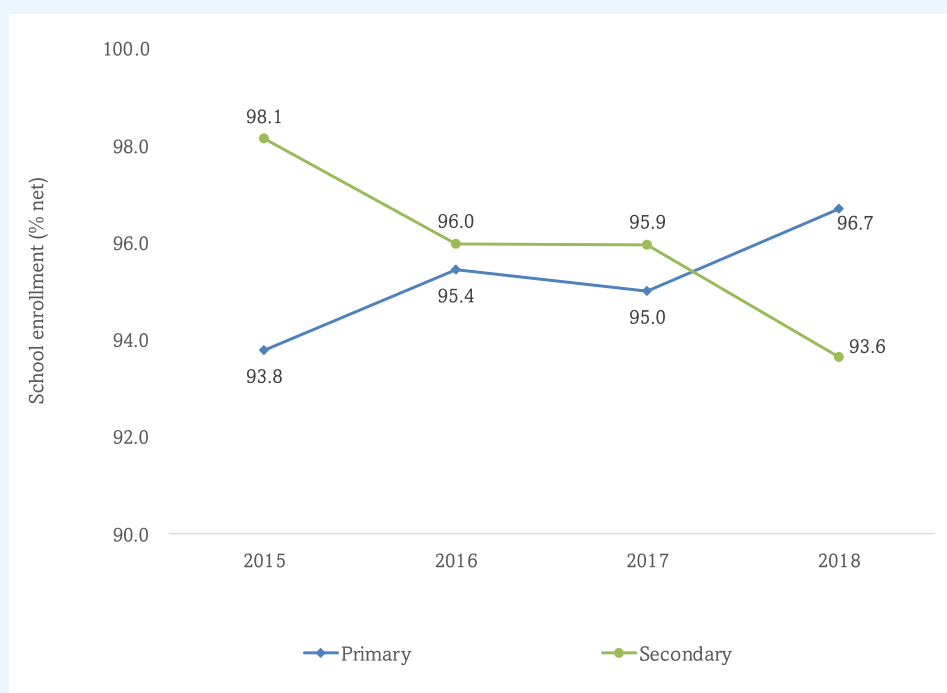
Source: UNDP (2020)

By individual component, Table 2 shows that between 1990 and 2019, life expectancy at birth increased by 4.5 years. According to the Figure 17, women are expected to live 80.5 year while men may expect living 77.8 years. During the past 5 years, increments in this indicator averaged 0.35 years.

► **Figure 17. Barbados: Life expectancy at birth, by gender, 2015-2019**

Source: World Bank Development Indicators

Education-related indicators also improved since 1990. The average number of years of schooling moved up by 2.5 years, from 8.1 to 10.6 years. Net enrolment rates in primary school jumped from 93.8 per cent to 96.7 per cent. Despite this positive outcome at the school level, secondary level enrolment experienced a sharp decline in the three years that go between 2015 and 2019. During this period, high school enrolment fell 4.5 points.

► **Figure 18. Barbados: Primary and secondary school enrolment, 2015-2019**

Source: World Bank Development Indicators

Getting a clear and disaggregated picture of who is affected and how they are affected by specific shocks and impacts of climate change is particularly challenging in the absence of systematic vulnerability assessment and analysis. The socio-economic crisis resulting from the 2008 global financial crisis stimulated a new field of research. However, it is the response to the COVID-19 crisis that provided an opportunity to conduct a more comprehensive assessment and analysis through, for example, the WFP Food Security and Livelihoods assessment and the UN HEAT. The literature on climate-change impacts is also developing.

A Social Vulnerability Index (SVI) that was developed for Barbados to identify geospatial variations in social vulnerability, although preliminary, provides a very general indicator of the spatial distribution of vulnerability (Cumberbatch et al, 2020). Results from the SVI mapping suggests that there is no clearly defined spatial pattern or trend, and further suggests that medium and high levels of social vulnerability may be widespread throughout Barbados. These results are noteworthy and consistent with the Department of Emergency Management's focus on strengthening Community Resilience as articulated in Programme Area 3 of Barbados' Comprehensive Disaster Management (CDM) Country Work Programme (2019 – 2023).

In the absence of comprehensive evidence on the impact of climate-related and economic shocks and climate change on specific population groups, the following information is derived from the recent evidence collected on the impact of the COVID-19 crisis and the literature referring to climate change and shocks and the expected impacts spanning the past 10 years.

People are more vulnerable to the impact of crises when they live in poverty and lack assets to prepare for, withstand and recover from such events. Specific risks and vulnerabilities associated with gender and age, as well as with poverty, should also be taken into account. In Barbados, one in five people (19 per cent) live under the poverty line, including 9.1 per cent in extreme poverty, who are likely to be more vulnerable to shocks than the rest of the population.

Twenty-one per cent of women live in poverty compared to 14 per cent of men, and 12.9 per cent are vulnerable compared to 9.5 per cent of men, and the trend is worsening. Thirty-two per cent of the children lived in poverty compared to 16 per cent for the adults (HEAT 2020).

According to the CALC 2010 and the BSLC 2016, larger households with a higher number of children under 15 years of age are more affected by poverty. It is also in the larger households, particularly under the category 'extended family' that women lone parents are living. Poorest households are characterized by low human capital, low paying jobs and higher unemployment, female-headed households and reliance on informal sector activities. Poverty is also related to insecurity in land tenure. Poorest households tend to live in insecure/informal settlements, could not invest in their housing and are more likely to live in wooden homes, which means that they are more vulnerable to climate-related disasters such as landslides and floods as well as evictions, pests and health hazards.

Most of the population of Barbados are living in coastal zones, particularly vulnerable to shocks. Some livelihoods are particularly affected by recurrent events affecting the coastal zones such as tourism as well as fisheries and agriculture.

Women are overrepresented in the inactive population, in part-time employment and are more exposed to job loss and poverty. Recent evidence indicates that feminized sectors are the hardest hit by the COVID-19 crisis (tourism, domestic work) and that women are disproportionately affected by the crisis, in terms of health outcomes and also domestic violence and access to education. Women are affected directly as individuals but also because they are still assuming most of the caring and unpaid work in the households. For example, their livelihoods are affected by school closures as a result of the COVID-19 crisis and also when hurricanes or other hazards affect schools. According to the WFP Food Security and Livelihoods (FSL) impact surveys conducted in 2020, the COVID-19 crisis had a major impact on job loss and salaries and livelihoods in general. The poorest are more impacted.

Climate change is also affecting groups and individuals disproportionately. The rural and urban poor are disproportionately affected because of their socioeconomic circumstances, living conditions (in areas particularly vulnerable and exposed to the climate change impacts) and lack of capacity to adapt, such as developing alternative activities or changing employment and livelihoods. The reduced access to fresh water, for example, will affect disproportionately the elderly, women and children who are more vulnerable to adverse health conditions. It could also generate additional expenses and impact other basic needs such as access to food or education. The impact that climate change could have on tourism will affect women primarily. Women are overrepresented in the tourism employees (62 per cent) however they tend to occupy part-time and low paid jobs.

Key findings of the section

Despite its status as a high-income country according to World Bank classification, Barbados has limited financial resources and fiscal space and a high indebtedness. Its revenues are highly dependent on tourism and external economic factors. The Barbadian social protection sector faces a series of challenges coming from contextual factors that include:

- The Barbadian economy has been exposed to multiple economic and environmental shocks that affect GDP stability and limit the possibility of expanding the production in a sustained way. The emergence of the COVID-19 pandemic is an example of a shock that slowed down positive perspectives and delay output recovery given its severe impact on tourism which is the main activity in Barbados.
- Inflation is low and under control with a clear tendency to fall over the year. This is a positive aspect as low inflations reduce pressures over social protection programmes and the need to be constantly adjusting the size of the benefits. However, the global inflationary pressure created by the pandemic will certainly have an impact in Barbados.
- The negative fiscal results forced the Government to undertake a fiscal consolidation plan to restore debt sustainability. For the social protection sector, this may have different effects. First, expanding social protection programmes may be difficult as any increment in the Government fiscal space may be utilized to reduce the fiscal deficits. Second, depending on the political perspective, social protection budgets may be cut in line with a typical strategy of fiscal consolidation processes that ask for budget controls and/or reductions.
- The accelerated aging process in Barbados may promote a deep review of the overall design of the social protection sector, not only to face current challenges, but to accommodate the structure to the conditions in the next 10-15 years. This may signal, for instance, the creation of appropriate institutions and programmes (healthcare, social care networks, etc) and the establishment of flexible financing mechanisms to allocate resources according to changes in age, sex and residence.
- In a similar line, the higher proportion of women and rural persons also introduce specific conditions for the design of social protection programmes. For instance, evidence from an assessment that evaluates the gender orientation of social protection programmes in Barbados (UNDP, forthcoming) shows that women more than

men tend to demand social protection benefits and other related services. For instance, in 2019-2020, 58 per cent of the benefits granted by the Welfare Department went to women. If the country moves to a needs-based planning and budgeting model, then this may result in a higher pressure over social protection financing as women are more prone to live in poorer conditions and be more affected by climate shocks.

- Immigration flows to Barbados are important in terms of their participation in the labour market and their contribution to the overall economy. However, contrary to the universalization principle that guides social protection, several programmes have established residential conditions and other minimum requirements to approve the corresponding benefits. It seems important to review all this legislation to facilitate immigrants' access to a basic package from the social protection schemes regardless their legal status.
- Moderate-to-high unemployment rates prevail in the Barbadian labour market. Although unemployment shows a relatively stable path during the past years, youth unemployment is excessively high in comparison to the overall situation in the country. Women, on the contrary, do not experience high unemployment although some context elements (COVID-19 impact on tourism, fiscal consolidation, etc.) may be affecting them more than men given the labour structure that rules each gender. There is an important challenge in relation to female labour participation as their rates lag significantly behind male rates. In this case, labour market programmes for young persons and the establishment of some schemes to reduce family responsibilities which usually rests on the shoulders of women, are alternatives to improve those indicators. The existence of the unemployment insurance is a positive aspect of the social protection system of Barbados.
- Poverty grew in the past decade, and this may increase the pressure on social protection initiatives to elevate the budgets of those programmes that transfer money to households. Important to remind that poverty is a multidimensional problem and consequently the response of social protection should follow this line. In other words, social protection should also be conceived in a multidimensional perspective so, in addition to monetary transfers, the sector should also offer alternatives in health, social care and labour market skills, among others.
- Given its geographical location and economic features, Barbados is highly prone to suffer climate and socioeconomic shocks. These shocks have represented increasing costs that have critical implications for the social protection system. The social protection system faces challenges related to the lack of mapping of the population exposed to these potential risks. Besides this shortcoming, there is clarity that these risks highly affect vulnerable population groups, such as the poor, the population living in cost areas, and the inactive population (mainly women).

► State of the social protection sector

This chapter discusses the macro-fundamentals of the social protection sector in Barbados. As such, the segment considers critical topics of the Barbadian social protection sector such as legislation, institutional framework, expenditures and operational conditions, among other topics.

Legislation and institutional arrangements

From international human rights instruments to regional treaties and domestic legislation, multiple legal pieces govern the work that the authorities conduct in the social protection sector.

International legislation

According to the ILO⁴, Barbados has ratified most of the ILO Social Security Conventions as well as the main international human rights agreements. In relation to the former, the country already ratified Conventions No. 102 (Social Security (Minimum Standards, 1952), No. 118 (Equality of Treatment (Social Security) Convention, 1962), and No. 128 (Invalidity, Old-Age and Survivors' Benefits Convention, 1967). The ILO also indicates that Barbados has not ratified 51 Conventions (see Annex 1). Among others, the country has not ratified Conventions No. 121 (Employment Injury Benefits Convention, 1964), No. 131 (Minimum Wage Fixing Convention, 1970), No. 143 (Migrant Workers Supplementary Provisions Convention, 1975), No. 154 (Collective Bargaining Convention, 1981), and No. 183 (Maternity Protection Convention, 2000).

► Table 3. ILO Conventions ratified by Barbados, by branch

Branch	C.102	C.118	C.128
Sickness	X	X	
Old-age	X	X	X
Employment injury	X	X	
Maternity		X	
Disability	X		X
Survivors	X	X	
Migrant workers		X	

Source: ILO

In terms of the most relevant human rights international treaties, the country has ratified five out of six of them (FAO, 2015). Ratified instruments include the Convention on the Rights of the Child, the International Covenant on Economic, Social and Cultural Rights, the Convention on the Rights of Persons with Disabilities, the Convention on the Elimination of All Forms of Discrimination against Women and the International Convention on the Elimination of All Forms of Racial Discrimination. At the moment of preparing this report, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families was the only piece of international human rights norm without ratification.

⁴ See <https://www.social-protection.org/gimi/ShowCountryProfile.action?sessionId=71idYL1L0JhlqAGnGhKyqCOqBGXbRH0gcVRMaYgwDL0lchLmUBXB!445242879?iso=BB>

Social security

The *National Insurance and Social Security Act* (Cap. 47 and amendments) is the main piece of legislation in relation to social security initiatives. Initially approved in 1966, it was finally launched in 1967 with the key objective of running a social insurance model for Barbados. In short, the National Insurance and Social Security Act is structured in the following terms:

- Establishment and constitution of the National Insurance Board: the Board comprises two persons to be appointed by the Minister by instrument in writing as representatives of employers' associations, two persons to be appointed by the Minister by instrument in writing as representatives of trade unions; 3 other persons to be appointed by the Minister by instrument in writing, the Chief Labour Officer, ex officio, or his nominee; and the Director of Finance and Economic Affairs, ex officio, or his nominee. No specific reference to distribution by gender.
- The Act defines an *insured person* as any citizen over the age of 16 years and under pensionable age, occupied in employment in Barbados, being this employment under a contract of service.
- The Act provides for mandatory coverage for the self-employed workers. Voluntary affiliation may also be possible in particular cases.
- A National Insurance Fund is established and financed with weekly contributions to be payable as from the appointed day the by insured persons and by employers. Other sources of funding include fines, interests on investments and any other sources created by the Parliament.
- The Fund would be entitled to pay all claims for benefits, refunds of contributions paid in error, administrative expenses related to its management and operation, losses as recognized by the Board and refunds to employers of insured persons.
- A special contribution, the **Health Service Contribution**, is created and would be paid by all the categories of insured persons described in Articles 12, 13, 13A and 14 of the same Act. This contribution is collected by the NIS, but it is transferred to the Ministry of Health.
- The NIS Act provides for **short term benefits** in the form of sickness benefits, employment injury, maternity benefits, maternity grants, unemployment benefits and funeral grants while **long term benefits** comprise invalidity benefits and grants, disablement benefits and grants, contributory and non-contributory old-age pensions, survivors' benefits, and death benefits.
- Establishment of the Unemployment Benefit Account.

As it was mentioned before, the Barbadian social security scheme is administered by the National Insurance Board (governance body) and the National Insurance Office which is a unit of the Civil Service. Currently, the Board is tripartite and integrated with ten members coming from the Barbados Employers' Confederation, the Barbados Hotel and Tourism Association, the Permanent Secretary, Ministry of Finance and Economic Affairs, the National Union of Public Workers, the Barbados Workers' Union and other related sectors. In terms of their key tasks and responsibilities, the Board is in charge of the scheme and management of the Fund. The Director, on the other hand, is responsible for daily management and the final decision on the right to benefits. The National Insurance Office falls under the control of the Board.

The NIS has set its mission and vision in the following terms:

- Vision: "To be a caring, efficient and reliable social security provider for all customers."
- Mission: "To provide timely social security services through the efficient collection and management of funds by a highly motivated, caring and reliable, customer-oriented staff."

National assistance

Social assistance in Barbados is mainly regulated by the National Assistance Act Cap 48 (with the National Assistance Regulations of 1969 and amendments). The Law aims at regulating the provision of National Assistance and Old-Age Pensions to poor people in Barbados. The key contents of this law include the following:

- The Act defines "national assistance" in terms of any relief in any form granted to a person in accordance with the conditions defined in the regulation.

- For national assistances purposes, an “old age pension” means a non-contributory old age pension payment under the conditions established in the same Act.
- The Act establishes a National Assistance Board that consists of a Chairman, a Deputy Chairman and five other members, all appointed by the Minister. The key responsibilities of the Board have been defined in the following terms:
 - to advise the Minister on any matter related to assistance provision or related subject as requested by the Minister;
 - to enquire generally into the condition of the poor and the needs of National Assistance in Barbados and to report thereon to the Minister;
 - to carry out such duties and functions in connection with assistance to poor or needy persons (medical or non-medical);
 - provide and maintain institutions for the care and protection of aged persons who are poor and needy; and
 - prepare by-laws and other regulations to manage the institutions covered under the National Assistance scheme. These regulations may include things like procedures of admission and discharge from the programme, as well as fees payable for admission and care of aged persons.
- Defines the functions of the Chief Welfare Officer, especially in relation to National Assistance.
- Scope and administration of old age pensions.
- Specific considerations regarding old age pensions delivery in case of death of the beneficiary.

The Ministry of People Empowerment and Elder Affairs (MPEA) is the institution in charge of managing the National Assistance scheme of Barbados. As it is established by the Ministry itself, and its mission is:

To contribute to the overall socio-economic development of Barbados and the empowerment of all members of society by fully utilizing all available human, financial and technological resources; formulating evidence-based policy; and implementing timely, effective and equitably accessible social programmes and services.

In the same line, its vision is defined in terms of:

A transformed social landscape that provides ever improving and equal opportunities for all citizens to achieve a sustainable and acceptable standard of living, an enhanced quality of life and the ability to fully participate effectively in the overall development of the country.

In total, the Ministry coordinates eight associated programmes or departments: National Assistance Board, the Welfare Department, the National Disabilities Unit, the Strengthening Human and Social Development, the National HIV/AIDS Commission, the Bureau of Gender Affairs, the Child Care Board and the MPEA Administration and Bureau of Policy Research and Planning. Some of them will be explored in detail in the following sections. In total, the Ministry administers 70 different programmes/services including maternity benefits, monetary transfers, adoptions, food vouchers, social marketing, adult and baby items, among others. From a functional standpoint, the entity covers programmes in areas like maternity/nursery, infant, children, youth, adults, elderly people, persons with disability, poor households and homeless citizens. Tools utilized to deliver those services include monetary benefits, education benefits, protection, accessibility improvement, psychological support, arrears and bills payments, health benefits, care services, citizen participation and the coverage of special groups like persons living with HIV and AIDS with group-specific interventions.

Disaster risk management legal and institutional framework

The management of disasters and emergencies is articulated in the Constitution of Barbados, adopted in 1966, (Chapter III, section 25), especially concerning the declaration of a state of public emergency by the Governor-General as a result of the occurrence of natural disasters, infectious disease, or other calamities. The state of emergency could remain in force for a maximum of six months and can be extended or revoked at any time by the majority of the members of the House of Assembly.

The Emergency Management Act, Cap 160A of the Laws of Barbados, adopted in 2007, governs the effective organization and management of disasters and other emergencies in Barbados. The Act makes provision for the creation of the two

main institutions of the National Emergency Management System (NEMS) namely the Department of Emergency Management (DEM) and the Emergency Management Advisory Council (EMAC).

The DEM has responsibility for effecting the Government's emergency management policy by facilitating and coordinating the development and implementation of systems in accordance with the Emergency Management Plan. The Department came into being on 1 April 2007, by the statutory legislation of the Emergency Management Act 2006. It replaced the body, Central Emergency Relief Organisation, that was focused primarily on coordinating disaster relief.

The EMAC recommend policies, programmes and activities to enhance the emergency management programme through its Standing Committees which comprise national emergency services, local volunteers, non-governmental organizations (NGOs), and community-based organizations (CBOs), regional and international partners and the private sector entities.

The Act also mandates the establishment of the Emergency Disaster Fund, and a National Emergency Operations Centre (NEOC), maintained and coordinated by the DEM. The NEOC regulates the declaration of disaster, threatened disaster and hazard alert by the Governor-General on the advice of the Prime Minister, thus complementing the Emergency Powers Act.

Other instruments contribute to the management of emergency response to disasters, such as the Prevention of Floods Act of 1998 which gives authority for the execution of works necessary to control floods and declaration of flood areas, and the Coastal Zone Management Act of 1998 which provides for the effective management of Barbados' coastal resources and their conservation and enhancement, including matters related to disaster risk reduction and recovery.

Barbados is a signatory to the Agreement establishing the Caribbean Disaster Emergency Management Agency (CDEMA), the regional intergovernmental Agency for disaster management in the Caribbean Community (CARICOM). In addition to being a CDEMA Participating State since its inception in 1991, the Department of Emergency Management also serves as a CDEMA Sub-Regional Focal Point (SRFP) for the Central Sub-region which consists of the three other CDEMA Participating States namely Dominica, Saint Lucia, and Saint Vincent and the Grenadines.

Implementation of Barbados' comprehensive disaster management activities is facilitated by the Department of Emergency Management through a results-based, multi-year Comprehensive Disaster Management Country Work Programme (CWP) that is developed by the National Emergency Management System partners, aligned to regional and global disaster risk management frameworks (Regional CDM and CARICOM Strategies, Sendai Framework, SDGs) and endorsed by the Cabinet of Barbados.

The Emergency Management Act of 2007 establishes that DEM is responsible to review and assess the various programmes and activities of the Government that have an impact on emergency management and could make recommendations on the proposed activities and programmes to be included in the Emergency Management Plan. The DEM could also recommend categories of vulnerable persons to be protected. It also covers the preparation and maintenance of a national database and a geographical information system that include information on those persons who are particularly vulnerable to the consequences of natural disasters. The document does not make any specific mentions of social protection or social welfare programmes and institutions.

Although not explicitly treated in the Act, the CDM Country Work Programme includes climate change and gender responsiveness as issues that are critical to DRM and are treated as "cross-cutting" in the CWP. Gender consideration is integrated into the DRM and CCA programming led by DEM and the Ministry of Environment and Natural Beautification.

Other relevant legislation

The Education Act of 1981 provides free public education to children aged 5 to 16 years. In relation to Article 59-2e, the Law entitles the Minister of Education to regulate the provision of milk and meals to pupils in public facilities, including the charges, subject to which milk and meals are to be provided. Article 53-5 also determines the obligation of the Ministry of Education to provide transportation and facilities to students that require special education treatment.

Besides that, labour legislation provides for labour market regulation to protect workers and promote productivity and job quality to achieve the objective of decent work. The following pieces of labour legislation are related to the social protection system of Barbados:

- Employment Rights Act, 2012 (2012-9);
- Employment (Miscellaneous Provisions) Act, 1977-6 (Cap. 346);
- Employment (Prevention of Discrimination) Act, 2020;

- Severance Payments (Amendment) Act, 2015;
- Occupational Training (Amendment) Act. No. 27;
- Trafficking in Persons Prevention Act, 2016;
- Immigration (Amendment) Act, 2014; and
- Protection of Children Act (Cap. 146A).

The gender-responsive social protection response to COVID-19

This section includes an extraction of the report Gender-Responsive Gap Assessment - Social Protection Response to COVID-19 in Barbados prepared in March 2021 by Francesca Francavilla on behalf of UNDP.

Social protection schemes play a key role in alleviating poverty and providing support to the most vulnerable. This role is even more important during a socio-economic crisis. Social protection interventions in Barbados are often provided across ministries, which sometimes overlap in competencies and services. The offices that are directly or indirectly related to most services and assistance related to social protection fall under the Ministry of People Empowerment and Elder Affairs (MPEA) and includes the Bureau of Social Policy, Research and Planning; the National Disability Unit; the National Assistance Bureau and the Welfare Department.

The Barbadian National Assistance Programme of the Welfare Department brings assistance to the most vulnerable such as children, unemployed, and persons with disabilities who do not receive any benefit or pensions from other public programmes. The Welfare Department provides monetary assistance grants, food assistance via local purchase orders to the retail suppliers and rent and bill (i.e., water and electricity) payments, which are the major services in terms of budget and coverage. The Welfare Department also provides educational assistance to families experiencing financial hardship. Households eligible for the National Assistance Programme are identified through a means test administered via a "Universal Intake Form" which collects data on income, education, health and social support to determine poverty status.

The Poverty Alleviation and Reduction Programme and the Poverty Eradication Fund were also components of the Barbados social assistance. The Fund was suspended in 2019 and has now been discontinued. The PARP's services have been severely constricted to mainly disaster relief and advocacy. The Poverty Alleviation and Reduction Programme covered approximately 4,980 households with cash benefits of BBD1,458 per month paid by cheque and 6,600 households with benefits in kind. These were expected to cost the Government BBD22.8 million in 2019/20 before the onset of COVID-19.⁵ The Poverty Eradication Fund included the provision of assistance to individuals/families whose total income falls below the poverty line, with water and electricity, house and land rent, house repairs and bathroom facilities, micro-business and tuition fees support. Other social assistance also includes monetary and in-kind assistance to people with HIV/ AIDS, including food vouchers.⁶

Social assistance in Barbados is also provided through the Child Care Board, the Central Government, the Child Maintenance Fund, the Ministry of Education, and the NIS through its non-contributory component, among others. The Child Care Board provides daily caloric intake for children and adoption and fostering support.

The Central Government offers gender training through the Bureau of Gender Affairs, family services for child abuse cases and the ISEE/SHSD ⁷ Bridge programme. The ISEE programme is an adaptation of the Chilean Puente (Bridge) social programme to empower families in extreme poverty.⁸ The SHSD is a programme launched in 2016 and backed by USD10 million from the Inter-American Development Bank (IDB), which seeks to contribute to the reduction of poverty and unemployment. SHSD adopts and adapts a version of ISEE to help 250 households.⁹

⁵ UNDP, UNICEF, and UN Women Eastern Caribbean (2020). Barbados: COVID-19 Macroeconomic and Human Impact Assessment Data. Retrieved on November 28 from:

https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/human_and_economic_assessment_of_impact_heat_-_barbados.pdf

⁶ Ibid

⁷ Identification and Assessment, Stabilization, Enablement and Empowerment Bridge Project/ Strengthening Human and Social Development in Barbados.

⁸ FAO (2015). Current state of social protection legislation in Barbados and the Organisation of Eastern Caribbean States from a human rights perspective.

⁹ <https://blogs.iadb.org/caribbean-dev-trends/en/strengthening-human-social-development-barbados/>

The Child Maintenance Fund provides a weekly stipend to single mothers for each child up to four months of age, who have no court-ordered maintenance payments from their partner. The Fund can be accessed three months after the order to pay, last up to four months with the possibility for an extension for an additional four months.

The Ministry of Education offers a School Feeding Programme (SFP) and free transport service on public transportation to children in school uniform to improve standards of nutrition and promote regular attendance at school. The SFP is by far the most extensive social protection programme in Barbados. It reaches 20,400 primary age students, covering around two-thirds of them.¹⁰

The NIS includes non-contributory pensions and non-contributory maternity grants.

Social care services in Barbados are mainly provided by the Child Care Board and the National Assistance Board. The Child Care Board offers day-care and residential care to children in need, while the National Assistance Board offers support to elderly people, people with disabilities and the poor. Its services include bereavement support, homeless shelter, and residential care for the elderly. The Government works with the Barbadian Salvation Army to deliver care services (hot lunch, shelters for men, nursing services and mental health assistance) to vulnerable and disabled persons. The Salvation Army works on public subventions and private donations. They also provide counselling to both men and women regarding which services of the Government and health services they can benefit from.

Insurance assistance in Barbados is provided mainly by NIS, which delivers pensions (contributory and non-contributory), contributory unemployment benefits and other benefits such as invalidity benefits, maternity leave, funeral costs and survival benefits for children and partners. NIS non-contributory pensions include an old-aged pension for persons 65 years of age and a disability pension for persons blind or deaf-mute older than 18 years. To be eligible, the person should be a citizen of Barbados or a resident of Barbados for 15 years since turning 40 or an aggregate of 20 years since turning 18.¹¹

In Barbados, the NIS contributory pension is the social protection scheme with the highest coverage. Still, coverage and income are lower for women than for men. Women receive lower average income from other pension schemes too, especially from local and foreign employment. While women are less likely than men to receive the NIS contributory pension (35 per cent vs 39 per cent) they are twice as likely than men to receive non-contributory pensions from NIS, although the coverage is much lower (12 per cent and 6 per cent respectively) (see Table 4). Women are also more likely to receive social assistance grants, although they receive, on average, a lower amount (not in the Table). For all the different categories of pensions and grants, women always receive a lower average income.

¹⁰ USAID and UNICEF (2020). The socio-economic impact of COVID-19 on children and young people in the Eastern Caribbean Area. April 2020.

¹¹ FAO (2015). Current state of social protection legislation in Barbados and the Organisation of Eastern Caribbean States from a human rights perspective.

► **Table 4. Social protection pensions coverage and the amount by sex (60 years and older)**

Income source (monthly)	Mean income		Percentage coverage (60+ years old)	
	Female	Male	Female	Male
Pension - Government	1,786	1,828	11	12
Pension - local employment	1,490	3,434	3	6
Pension foreign employment	2,047	2,399	4	9
NIS contributory pension	1,014	1,391	35	39
NIS non-contributory pension	632	684	12	6

Source: Barbados Survey of Living Conditions (BSLC) 2016-17, extract from UN Women (2020)

NIS contributory unemployment benefits covered 88 per cent of the unemployed in Barbados, according to the latest ILO statistics. This is extraordinarily high compared to the Latin America and the Caribbean (LAC) average of 12.2 per cent or the coverage in rich countries, for instance, Canada with 40 per cent or the United States with almost 28 per cent.¹² Unemployment benefits assist contributors who are temporarily out of work for up to 26 weeks per year (with an eight-week break) at 60 per cent of insured earning with an annualized maximum of BBD36,000. To qualify for unemployment benefits from the NIS, individuals are required to be actively insured for at least 32 weeks and to have at least 20 contributions paid or credited in three consecutive quarters, ending with the quarter, or one before that, in which the individual became unemployed. One is not allowed to re-claim until a period of fifty-two weeks has passed from the date of the claim.¹³

More women than men in Barbados rely on incomes other than labour and benefits. However, before the crisis, the average value of these incomes received by women was much lower than that received by men, and their values are expected to further drop because of the crisis. Of the total maintenance, only 4 per cent are received by men. Just more than 1 in 3 single mothers living with at least one child (37 per cent) receive maintenance. More women than men receive economic support from friends and relatives.

Women also rely on remittances more than men.¹⁴ In the short run, the large spikes in unemployment rates in advanced countries are expected to lead to substantial declines in the remittances received by Barbadians.¹⁵ In 2020, for instance, remittances are estimated to drop by 20 per cent in LAC because of COVID-19. According to the IDB's telephone Survey in Barbados, low-income households have been the most affected by the loss of remittances during the pandemic: 62 per cent of recipients' households reported that their remittance sender had been affected by the pandemic, compared to 33 per cent of high-income and 38 per cent of middle-income households. This is a major concern for the Barbadian vulnerable households who depend on this extra source of income, especially women.¹⁶

Social protection expenditure

In 2017, total investment in the social protection sector (including social security and national assistance) amounted BBD797,282,68¹⁷ or 8.0 per cent of GDP. This figure was equivalent to a per capita allocation of BBD2,785. The NIS represented 93.1 per cent of the total social protection sector expenditure or 7.5 per cent of GDP with a per capita assignment of BBD2,592. The whole National Assistance Scheme, on the other hand, represents 6.9 per cent of the total allocation, 0.6 per cent of GDP and BBD193.5.

From an individual standpoint, the total NIS expenditures grew at 11.1 per cent per year between 2015 and 2017. Benefits accounted for 88.8 per cent of the total spending (6.7 per cent of GDP) so administrative outlays represented the remaining 11.2 per cent (0.8 per cent of GDP). In comparison to international best practices, the level of administrative spending can be considered high as in most advanced countries (where coverage is almost universal) this percentage rarely exceeds 7.5 per cent of total spending. Consequently, this seems to be a target area where the Scheme can focus future efforts to generate savings.

¹² ILO (2017). [World social protection report](#).

¹³ Barbados National Insurance Scheme (available at <https://www.nis.gov.bb>).

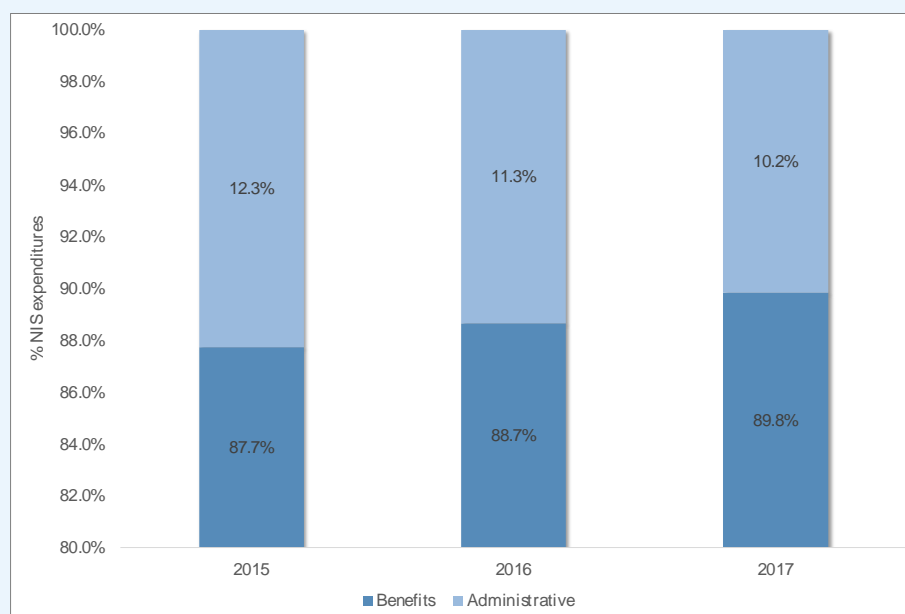
¹⁴ Barbados has a large diaspora (114,000) relative to its resident population (290,000). The World Bank estimated inward remittances to Barbados as 2.1 per cent of GDP in 2019, greater than the LAC average of 1.9 per cent of GDP. See World Bank Group and Global Knowledge Partnership on Migration and Development (2020). COVID-19 Crisis Through a Migration Lens. Migration and Development Brief 32. April 2020.

¹⁵ UNDP, UNICEF, and UN Women Eastern Caribbean (2020). Barbados: COVID-19 macroeconomic and human impact assessment data. Retrieved on November 28 from:

https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/human_and_economic_assessment_of_impact_heat_-_barbados.pdf

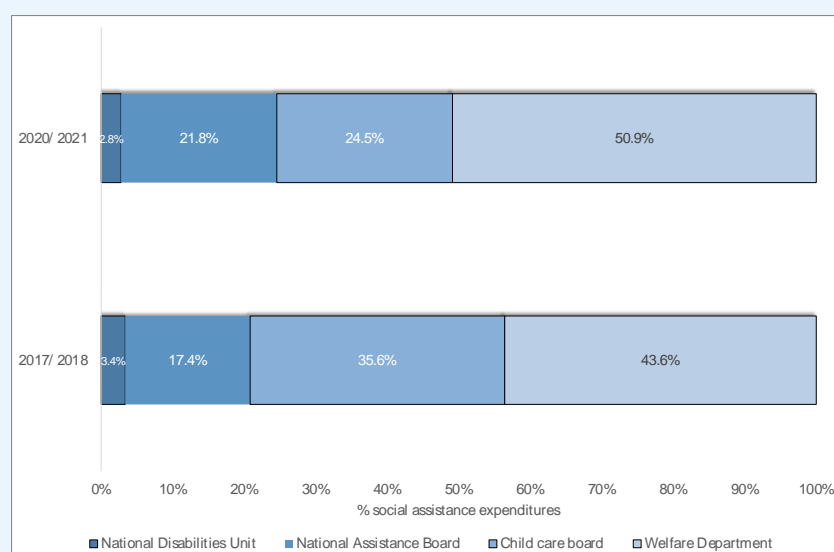
¹⁶ M. Arteaga Garavito, D. Beuermann, L. Giles Álvarez and A. McCaskie (2020). The consequences of COVID-19 on livelihoods in Barbados. Results of a telephone survey. Country Department Caribbean Group. Inter-American Development Bank. Policy Brief No. IDB-PB-00344.

¹⁷ The analysis showed the 2017 budget as this was the latest year with complete information from the National Assistance and the National Insurance Scheme.

► **Figure 19. Composition of NIS expenditures, 2015-2017**

Source: NIS Actuarial Assessment

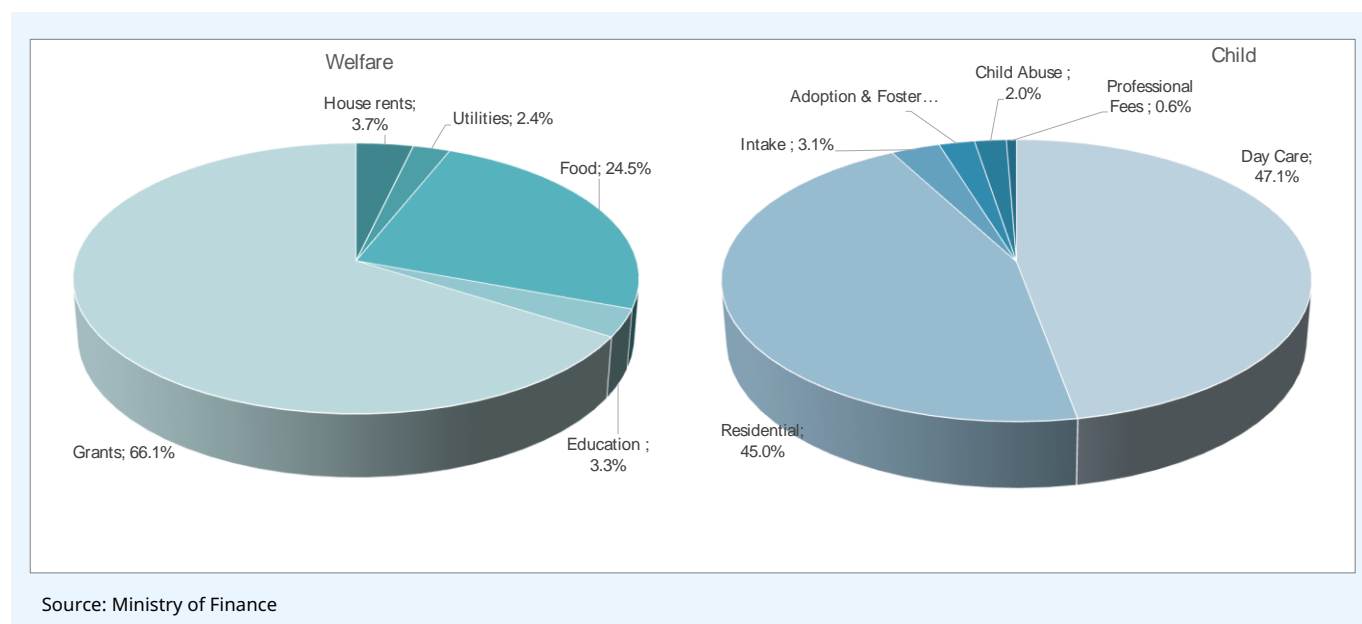
The programmes that integrate social assistance grew at 14.5 per cent per year between 2017 and 2020. The National Assistance Board was the main driver of this average increment with an annual 23.4 per cent growth rate. The allocation to the Welfare Department followed with 20.6 per cent increase per year. On the contrary, the Child Care Board experienced a 1.1 per cent growth rate during the assessed period; National Disabilities Unit received a 6.8 per cent annual increment. As a result of these differences in their growth rates, the Welfare Department increased its participation in the social assistance budget, from 43.6 per cent to 50.9 per cent. A similar path was observed in the National Assistance Board. On the contrary, the Child Care Board was the most affected programme with an 11-point decrease in its participation. In this case, the Board moved down from representing one in three dollars of the sector to one in four.

► **Figure 20. Composition of social assistance expenditures, 2015-2017**

Source: Ministry of Finance

Within the Welfare Department, grants account for two-thirds of the allocated expenditures in 2020, followed by food-related spending. In relation to the Child Care Board, both day care and residential services share similar participations in the range 45-47 per cent of the programme expenditures.

► **Figure 21. Composition of social assistance expenditures by programme, 2015-2017**



The Ministry of Finance (MoF) has embedded budget analysts in each Ministry. They are in charge of monitoring the budget and spending and to report shortfall and needs back to the MoF (allows for quick allocation of funds).

Disaster Risk Management (DRM) financing

The DEM does not have specific response financing. Its annual budget (approximately USD600,000) is dedicated to its operating budget. Ten years ago, the DEM budgetary allocation was slightly higher, up to USD930,000 in 2008-2009. In addition to the budgetary allocations to the DEM, a nominal sum is allocated annually to be divided among 30 district emergency organizations to facilitate work at the community level.

Budget reallocations are one of the main sources of risk financing in the Caribbean and, like most Caribbean countries, Barbados has relied significantly on donor funding (loans and grants, sometimes on concessional terms) for enhancing their disaster and risk management (DRM) systems, as well as financing their response and recovery operations. Although the Emergency Management Act makes provisions for the establishment of an Emergency Disaster Fund, its capitalization is not done annually, and its management now falls outside the remit of the Department of Emergency Management.

Given the risk posed by natural hazards and climate change, the Government of Barbados has been advancing measures to strengthen its financial resilience. The country has purchased insurance protection through the Caribbean Catastrophe Risk Insurance Facility (CCRIF) against hurricanes, excess rainfall, and earthquakes. Since 2010, the CCRIF has made six payments for recovery efforts, totalling USD19.3 million.

In 2001, the Agricultural Development Fund was established to provide loans for the development of the sector. The Disaster Rehabilitation Fund, a segment of this Fund, provides loans to farmers to re-establish production in the event of flood, drought, pest, disease, fire, and even weeds.

In 2018, the Government has included a natural disaster clause into new Government bonds that should allow deferral of scheduled amortization falling.

In 2020, in the context of the COVID-19 crisis, a loan of USD80 million from the IDB was agreed on to constitute a Contingent Credit Facility for Natural Disaster Emergencies. The loan aims to be used to alleviate the impact that a severe or catastrophic disaster could have on the country's public finances. It aims to provide the Government with much-needed

liquidity by increasing risk financing to cover extraordinary public expenditures during emergencies caused by severe or catastrophic disasters. It was envisaged that this facility could be tapped into to provide support to assist in Disaster Risk Management activities at the local level. The MPEA confirmed that it was allowing timely and smooth financing of the Disaster Social Relief Plan.

However, the National Coastal Risk Information and Planning Platform (NCRIPP) has estimated probable losses from a 100-year return period of wind and coastal storm surge events at USD0.5 billion with USD325 million for the residential housing sector alone. The Ministry of Finance, Economic Affairs and Investment (MFEI) has not yet developed a national financial protection and risk transfer strategy/policy to cover medium-frequent disaster events. The financing of highly frequent localized events does not seem to be covered either.

Social protection mapping

Table 5 shows the mapping of social protection in Barbados. In total, the list includes 39 programmes. Programme classification includes non-contributory social assistance programmes (15), non-contributory social care programmes (9), contributory programmes (11), and labour-market programmes (4). The next chapter includes descriptions of selected programmes¹⁸.

► Table 5. Mapping of social protection programmes in Barbados

Social Protection in Barbados												
Non-Contributory						Contributory			Labour Market			
Social Assistance				Social Care		Social Insurance						
NAB	WD	Household Mitigation Unit	NIO	CCB	NAB	NIO			BVTB	TVET Council		
Seniors' Recreational Activity	National Assistance	Adopt a family	Non-Contributory Old-age Pension	Child Care Services	Home Care	Maternity Benefit	Maternity Grant		Training and apprenticeship	Training programme		
Lancaster House	Disaster Social Relief Plan and response activities	Barbados Vulnerable Family Survival	Poverty Alleviation and Reduction	Residential Care	Helping Hands	Invalidity Grant	Invalidity Pension		NIO	Barbados Employment and Career Services		
		Barbados Drug Service		Foster Care and Adoption	Vauxhall Senior Citizens Village	Sickness benefit	Funeral Grant		Severance	Employment services		
						Survivor's Benefit						
	Family Services	Drug Service for Barbados	Project execution Unit of the IDB project		Pilot community nursing	Unemployment benefit	Employment Injury Benefits					
NDU	Barbados Defense Force	EGFL	Strengthening human and social development		Clyde Gollop Night Shelter for Homeless Men	Old-age Contributory Pension	Old-age Contributory Grant					
Programmes for PWD	Care packages	Voluntary separation package programme - BEST			Jorris Dunner Elder Day Care							
	CCB									Executing institution		
	Residential Care for mentally and Physically Challenged Children									Programme		

¹⁸ Please consider the following acronyms:

BVTB: Barbados Vocational Training Board

CCB: Child Care Board

EGFL: Enterprise Growth Fund Limited

IDB: Inter-American Development Bank

NAB: National Assistance Board

NDU: National Disability Unit

NIS: National Insurance Office

PWD: Persons with Disabilities

TVET: Technical and Vocational Education and Training

WD: Welfare Department

Individual programme description

This section aims to describe social protection programmes selected for the CODI exercise. This description is based on a survey about CODI used in interviews with selected institutions, and on the Social Services Directory developed by IDB and the Ministry of Social Care, Constituency Empowerment and Community Development of 2018.

To include programmes relevant to DRM and adaptive social protection the following criteria were added to the screening phase:

- Programmes already contributing to disaster response and/or including a contingency plan to adapt to disaster;
- Programmes targeting individuals and/or areas more likely to be affected by a disaster and climate change such as non-contributory schemes targeting the poorest. By default, the schemes with the highest coverage and more opportunities to include people affected by disasters; and
- Programmes with a registry of non-beneficiaries potentially able to expand more rapidly and efficiently.

Non-contributory social care programmes

The **Child Care Board (CCB)** is one of the Governmental institutions involved in the social protection programmes execution in Barbados. The CODI interview provided evidence to reach several conclusions for the institution itself that applies to all the programmes. Firstly, the CCB has invested in digitised registry. This registry includes relevant electronic information on the clients and the non-beneficiaries of its programmes. Besides that, the CCB has a registry of the waiting list of some programmes. This information was not available to analyse in this report. On the other hand, the CCB confronts cross-sectional programmes constraints, which include 1) Outdated legislation; 2) A slow court system; 3) Inadequate human and financial resources to meet the demand; 4) Inefficient caseload management; and 5) Lack of permanent contact with relevant agencies.

The CODI interview deepened in the four social care programmes executed by the CCB. This interview allowed obtaining the following individual programme findings.

Child Care Services - Day care

The programme legal framework includes the Child Care Board Act (1983) and the Child Care Board (Private Day Care Regulations). The programme aim is “to provide a stimulating environment for children which promotes their social, emotional, physical and cognitive development allowing them to realize their full potential” (MSCCED & IDB, 2018: 10).

This programme targets any child between the ages 3-months to 5 years whose parents are employed or whose parents require a day-care placement for other reasons. Besides day-care, the programme benefits include two balanced meals and a snack per day. Moreover, children are engaged in an educationally and socially simulative environment. According to the MSCCED & IDB (2018), this programme “prepares children for the formal school programme by providing them with a “head-start” to formal education”. Parents have to be able to pay BBD20 weekly. The official web page of the CCB registered 15 Governmental day-care centres. There is an application form to apply for the programme.

In the framework of the programme, the CCB also monitors and registers private day care centres. This service includes systematics visits and assistance with programmes. All private day care centres legally registered with the Child Care Board are part of this component.

The interviews revealed that the CCB requires more resources to fulfil the objectives of its programmes. Specifically, the CCB requires more staff and temporary housing. The CCB does not have a housing stock.

The programme has a registry on the number of requests for day-care, the number of children registered, and the number of children on the waiting list. For beneficiaries, the data recorded includes the age, gender, and the beneficiary centre. All this information is available in annual reports. The financial information is available at the Annual Estimates of Revenue and Expenditure and in the Programme-Budget Document, both for 2017 and 2020.

According to the CODI questionnaire, the CCB does not have a formal complaint mechanism. For monitoring and evaluation, the programme performs monthly meetings to discuss issues relating to the overall programme and to evaluate the impact and effectiveness of the activities undertaken. Positively, the programme has a manual of procedures for day-care centres.

Residential care, children's home

This programme aims to provide a safe, secure, and nurturing environment for children who can no longer be cared for in the home of family members (MSCCECD & IDB, 2018: 13). According to the CCB, this programme is the last resort. Firstly, the CCB evaluates all the options within family and community.

The legal framework of the programme includes the Child Care Board Act CAP 381, the Child Care Board Regulation 1985, and the Prevention of Cruelty to Children Act.

The target population of the programme includes all children under 18 years of age and in need of care and protection. According to MSCCECD & IDB (2018), children in the following circumstances are eligible for the programme:

- They have no parents or guardians.
- They have been abandoned.
- They have been evicted.
- They have been abused or neglected.
- They have been placed up for adoption.

The programme provides the following benefits:

- 24-hour care.
- Monthly doctor visits.
- Access to a nurse or a rehabilitation technician.
- Respite care.
- Immediate care and protection.
- Access to services such as psychiatric, psychologist, Child Guidance Clinic, Thrive Family Centre.
- Ongoing care for persons with disabilities over 18 years.
- There are six residential homes for children in Barbados. The CCB has two transitional cottages on one of the residential homes that offer semi-independent living conditions. These cottages allow beneficiaries to transition from residential care into the community. These cottages are available for beneficiaries aged 16 years old and above. The programme has a Residential Care manual.
- The enrolment process starts with a report of a child that needs the service. An officer of the CCB investigates and assesses the level of risk to the child. At the end of the assessment, the personnel defines whether to place the child in a residential setting (MSCCECD & IDB, 2018: 13).
- The programme has electronic statistical information on beneficiaries and non-beneficiaries. This information includes the number of children admitted to residential care, gender, age, and reasons for admission. The programme prepares the following reports:
 - Monthly reports on overall activities in Residential Care for the Director
 - Monthly reporting to the Children's Committee (which includes recommendations regarding children in care)
 - Annual financial and economic reports.

The financial information is available at the Annual Estimates of Revenue and Expenditure and in the Programme-Budget Document, for both the last 3 and 5 years.

The interviews revealed that although residential care should be a temporary solution, delays in the system often result in a longer-term option for housing children.

According to the CODI interview, there is no formal mechanism for filing complaints at the CCB. Besides that, the programme is neither advertised nor promoted as it is seen as being the last resort. Nonetheless, people are aware of the services provided by the programme. Also, more partnerships between schools and institutions like UNICEF, are required. Besides that, the programme needs to be more active on radio programmes and social media. The interviews also

concluded that resources are scarce. For instance, the programme requires more temporary housing. Besides that, there is a need for a higher budget allocation because the programme has been experiencing an increase in demand due to COVID-19.

The mechanisms of monitoring and evaluation include a review report of the specified programme. The team sends this report to the Director/ Children's Committee/ Weekly team meetings.

Residential care for mentally and physically challenged children

This programme provides residential care for children with special needs and has a facility named the Violet Gittens Centre. The programme is under the scope of three acts, namely The Child Care Board Act CAP 381, The Child Care Board Regulation 1985 and The Prevention of Cruelty to Children Act.

To be eligible, children have to be under 18 years of age, in need care and protection and have mental or physical disabilities. Besides that, the exception on age can be made. The programme provides the following benefits:

- 24-hour care;
- Immediate care and protection;
- Monthly visits by a doctor;
- Access to a nurse, rehabilitation technician;
- Those who are capable attend school;
- Access to services such as psychiatric, psychologist, Child Guidance Clinic, Thrive Family Centre;
- Dental care;
- Services through the Children's Development Center;
- Professional speech therapy (outside of those provided at the expense of the Government); and
- On-call doctor (especially for children with feeding tubes).

The programme has electronic data on beneficiaries and non-beneficiaries. This data contains the number of children admitted into the programme, the number of children discharged from residential care, beneficiaries' ages, beneficiaries' gender, and reasons for admission. This information is included into three different reports, namely 1) Monthly reports on overall activities in Residential Care for the Director; 2) Monthly reporting to the Children's Committee where recommendations are made regarding children in care; and 3) Annual financial and economic reports. Besides that, the financial information of the programme can be found for the last 3-5 years in the Annual Estimates of Revenue and Expenditure and the Programme-Budget Document. A positive element of the programme is that it has the Residential Care Manual.

Among the constraints that the programme faces which were highlighted during interviews, and in line with the CCB constraints, is the lack of staff and temporary housing. Also, the programme is not advertised as it is seen as the last resort. Nonetheless, people are aware of the services provided by the programme. The CCB does not have a formal mechanism for filing complaints.

The monitoring and evaluation mechanism of the programme includes a review report of the specified programme following its completion, which is then sent to the Director/ Children's Committee/ Weekly team meetings.

Foster care and adoption

This programme has two main components that are under the scope of the Adoption Act Cap 212 and the Child Care Board Act Cap 381. The foster care is provided for children under 18 years of age who need care and protection, children who have been cleared by the court to be placed in foster care, and children whose parents have signed to place them in foster care. According to the CCB, the foster care is a form of family-based care for children who cannot stay in their homes because they have been harmed or they are at risk if they remain in the care of their families or caregivers. The benefits associated with foster homes include:

- More individual attention than what is available in other types of residential care;
- Medical and psychological care;

- Access to the child guidance clinic;
- Access to the Parent Education for Development in Barbados (PAREDOS);
- Parents and children can still maintain contact if it would not be detrimental to the children;
- Kinship Foster Care allows a child to reside with a family member;
- Monitoring and supervision by child care officers as necessary;
- Counselling for the child and family; and
- The child can be reunited with the biological family if the family's living circumstances /conditions permits.

According to MSCCED & IDB (2018), there are two types of foster care, a short-term foster care and a long-term foster care. The first one includes a foster care to children and young people for a period not exceeding six months, while the Board works towards reuniting the child/children with their family. The long-term foster care includes care that is provided to children until they reach 18 years of age, this applies to children who cannot live with their families. This component has a Foster Care Manual. The CCB is always recruiting foster parents.

In the case of the adoption component of the programme, the eligible population includes children who have been cleared by the court for adoption and children whose parents signed to place them up for adoption. The benefit of the programme is permanency placement for a child with a family. The programme has an adoption manual.

The programme has data both on beneficiaries and non-beneficiaries. This data is available in an electronic format, which includes the number of children in foster care by age, sex, school and the names of the parents and their contact information. This data also includes the number of children placed up for adoption by age, sex and the names of the adoptive parents and their contact information. The programme prepares a monthly report and an annual economic report. The financial information is contained in the Annual Estimates of Revenue and Expenditure 2017-2020 and the Programme-Budget Document 2017-2020.

According to the CODI interviews, the CCB does not have a formal complaint mechanism. Moreover, the programme confronts lack of human and financial resources.

The monitoring and evaluation of the programme is done through 1) Weekly team meetings; 2) Daily, weekly, and monthly individual supervision of Officers assigned to work with the individual families; and 3) Monthly reporting to the Adoption and Foster Care Committee (a sub-committee to the Board).

According to the programme's inventory on this report, the **National Assistance Board (NAB)** provides seven social protection programmes, both in the social care and social assistance categories. The CODI interview generated several conclusions that apply to the NAB programmes portfolio. The NAB programmes are accessible for its clients in terms of document costs. These documents are cost-free and are easy to access. On the other hand, the NAB has a lack of electronic and consolidated beneficiary information on the majority of its programmes. Besides that, the NAB faces several constraints for the programme's execution, which are summarized as follows:

- There is a need for additional staff, mainly social workers.
- The Department is generally underfunded and has to submit supplemental grants to finance debts and obligations.
- There are internal operational manuals from 15 years ago that need to be updated.
- The legislation that applies to the programmes is obsolete and needs to be updated.
- The NAB requires more public relations related to its programmes and issues affecting the elderly. The requirements include more awareness of programmes (the Home Care programme is the one with the highest level of client awareness).
- Board needs to have greater autonomy over management, finances, and hiring.
- One agency should be responsible for all matters dealing with the elderly.
- There is a need for a detailed examination of how the current resources are managed and used. This would improve the management before any additional requests for resources are made to the Ministry of Finance or parent Ministry.

- The combination of services with other agencies may present a risk of duplication and potential sabotage of the system by clients.
- There is no sufficient impact evaluation – no formal mechanism for capturing the impact of programmes on the target population.
- The complaint client mechanism requires adaptation for the literacy and education (or lack thereof) of clients. Information captured regarding complaints may be fewer in number and scope than what is the actual reality.
- Incidents of denied clients/potential clients are not in formal reports.

The CODI assessment included four NAB social care programmes. The following exposes the findings of each of these programmes.

Home care programme

This programme started in 1982 under the responsibility of the National Assistance Board (NAB). The target population of the programme is the elderly and disabled. Besides that, the majority of the beneficiaries are the elderly. There is no specific legal framework in Barbados for the elderly, but the National Assistance Act covers the NAB.

To be eligible in the programme, the applicants must be in need of personal care and hygiene, whether living alone or not. There is no age requirement to apply for the programme. The programme receives applicants through referrals from civic-minded community members, the Queen Elizabeth Hospital or other social work agencies.

In terms of benefits, Home Care offers services such as washing, cooking, grooming, household cleaning, other personal hygiene such as baths, basic conversation to provide stimulation to the beneficiaries, and medication delivery (done by a team leader).

At the moment of the assessment, the programme had 999 clients, of which 65.3 per cent are women. The programme staff includes one Senior Clerk, two Senior Supervisors, six Supervisors, 20 Team Members, 114 full-time staff members, and 24 relief workers. Relief workers work 3–5 days per week.

The Social Work Programme assesses the elderly in terms of home issues, family problems, or elder abuse, among other circumstances. The beneficiary is required to provide their national ID during the process. According to the interviews, the assessment is limited.

The programme does not have beneficiaries' information in electronic format. The data is in a referral book, which keeps the names of persons that apply for the programme. There is the financial information of the programme in the Programme-Budget Document and the Annual Estimates of Revenue and Expenditure. Besides that, the programme has a monthly report. The last NAB Annual Report was in 2009/2010, which applies to all the programmes in this report executed by the NAB. The programme does not have procedures manuals.

According to the interviews, the programme is advertised mainly by the Government Information Service (GIS). Besides that, the public is not aware of all the services that the programme offers. The interviews revealed that the programme requires more public relations.

The supervisor is responsible for the programme monitoring. This monitoring determines whether the service is still required or upgraded. Initially, the beneficiary receives the benefit for one to seven days. The number of days can increase or decrease depending on the beneficiary changed needs. Besides that, the NAB submits monthly reports to the Board of Management.

The programme is not meeting its demand. On average, the NAB receives 30 applicants per month. But due to financial constraints they cannot accept all the applicants. There is no information on what applications amounts are met.

The programme also faces a lack of legislation on the parallel work with the police in cases of elderly maltreatment. The social workers are limited in their capacity to investigate or intervene in elder abuse suspicion after the assessment. In this specific matter, the interviews pointed out the need for the update of the National Assistance Act. The interviews also revealed that there is a need for a national database on the elderly. Nevertheless, it is recommendable to have a database linked to birth and deaths.

Statistics on elder abuse are not accurate because incidents are reported separately to the Royal Barbados Police Force (RBPF), the Welfare Department (WD), and the NAB. Additionally, there are many unreported cases.

Currently, each of the workers in the programme serves seven clients per day. An adequate number of clients per worker should be four. Further, there is just one vehicle to drive social workers to clients' homes.

Helping Hands Volunteer Programme

This programme started in 2011 as an internship project. The programme provides interaction to home care recipients who live alone within their own homes. Volunteers who execute the programme are elderly retired persons. As mentioned in the Home Care programme, there is no specific legal framework in Barbados for the elderly, but the National Assistance Act covers the NAB.

To be eligible, potential clients must be Home Care programme recipients and elders aged above 65 and living alone. The service provided is social interaction. This interaction includes reading, talking about current events, and playing games, among others. The frequency of the visits depends on an initial agreement. The number of visits vary from once a week to once a month.

Currently, the programme has 20 clients and 21 volunteers. The programme is available in six different zones. Each of these zones has a team leader. There is one supervisor per three zones. Besides that, the staff includes social workers and wardens. According to the CODI questionnaire, the programme does not have procedure manuals.

Conversely to the other NAB programmes, the Helping Hands Volunteer Programme has an electronic and hardcopy database of volunteers, number of visits, and demographic information on clients. There is the financial information of the programme in the Programme Budget Document and the Annual Estimates of Revenue and Expenditure. Besides that, the programme has a monthly report.

The monitoring of the programme includes occasional visits. Any issues on the clients are referred back to the senior welfare officer (SWO). The NAB submits monthly reports to the Board of Management.

Vauxhall Senior Citizens Village

The programme began in 2006 as a 24-hour residential facility mainly for the elderly. As mentioned in the other programmes of the NAB, there is no specific legal framework in Barbados for the elderly, but the National Assistance Act covers the NAB.

The applicants must be physically independent, 65 or above, or less than 65 but blind, demonstrate housing challenges, and have low income. A physically independent person is capable of self-care and can perform their daily living activities. Beneficiaries have to pay BBD35 per week. The facility includes independent villages, for which beneficiaries have to do their cooking, shopping, and cleaning, among other activities.

The requested documents for the verification of conditions do not have a cost. An applicant can request the programme by telephone, in person, or through other agencies' referrals.

Currently, the programme has 38 beneficiaries arranged in one residential facility where beneficiaries share common areas and bedrooms¹⁹. The programme's beneficiaries' ages range between 46 and 92, with a higher proportion of the people being aged 65 and above.

Clients are made aware of the services and client's obligations at the application stage. Clients receive the rules at the shelter. The norm is that beneficiaries cannot break the rules more than three times.

According to the CODI questionnaire implemented, the programme does not have procedure manuals. Besides that, for monitoring and evaluation, the actions taken include monthly reports submissions to the Board of Management.

The programme has paper records on beneficiaries, which include age and gender. The financial information is available in the Programme-Budget Document and Annual Estimates of Revenue and Expenditure. The programme elaborates a monthly report.

¹⁹ It consists of five duplexes and one single unit. Each duplex accommodates three independent persons with their own

bedrooms but share the common areas. However, there are two bedrooms with two persons sharing one bedroom each. There are four persons classified as assisted Live-in-Care residents that are completely supported by the State.

In addition to the previous elements, the interviews highlighted that the programme required more housing for senior citizens, both temporary and permanent.

Clyde Gollop Night Shelter for Homeless Men

This programme was started in 1991. According to MSCCED & IDB (2018), the shelter aims to provide safe shelter and food for homeless men at night, appropriate rehabilitation for homeless men, and facilitate the reintegration of homeless men into society. Initially, the programme was not a 24-hours facility, but two years ago was upgraded to this category. The legal framework of the programme is the National Assistance Act.

To be eligible in the programme, the applicants must be homeless men aged 40 or above. Besides that, there are exceptions to the age requirement if the applicant has a referral from the Psychiatric Hospital. Currently, the programme has 35 beneficiaries aged between 38-89 years. The programme offers shelter for a maximum of 6-8 months. Besides that, for beneficiaries over 65 years, unemployed or without family support, the benefit can last up to 2 years. The programme is not anchored in the national legislation but falls under the National Assistance Board Act.

Social workers apply the assessment to potential beneficiaries. Beneficiaries require their national IDs to receive the benefit. They also need a medical referral from the Psychiatric Hospital, Geriatric, or Queen Elizabeth Hospital. When an applicant does not have their ID, their case is referred to the Electoral and Boundaries Commission who provides a waiver. Besides that, the WD implements birth certificates waivers. The documents asked for the verification of conditions do not have a cost.

The services offered by the programme include a 24-hour shelter, inclusive of independent living. Beneficiaries can leave and return to the shelter as they please. The shelter provides a dormitory and meals. Besides shelter, the programme assists the men aged 40-55 in reintegrating into mainstream society by delivering skills through the National Training Board and the Barbados Employment Counselling and Career Services (BECCS). WD offers food and financial vouchers, dentures, and spectacles to beneficiaries. Moreover, they receive counselling at the Verdun House.

To access the programme, individuals can go in person to the NAB. But in emergencies, they can go directly to the shelter and do the enrolment at the NAB the next day (MSCCED & IDB, 2018).

The shelter operates with ten staff, from which five are wardens. The wardens monitor and enforce the rules, deal with illness and any altercations in collaboration with the police, and provide barbering services to the beneficiaries. The norm is that beneficiaries cannot break the rules more than three times. Besides that, the staff includes a maid, shelter supervision, and a social worker. Within the personnel, there is no recreation officer.

According to the CODI questionnaire applied, the programme does not have procedures manuals.

The clients are made aware of the services and client obligations at the application stage, according to the interviews conducted. Clients receive the shelter rules.

The programme has both electronic and hardcopy information of beneficiaries. This database has records on shelter occupants with their ID numbers. The programme has to prepare a monthly report to the Director. Financial information is available at the Programme-Budget Document and in the Annual Estimates of Revenue and Expenditure.

The programme's monitoring is at the level of the case file. Wardens report if there are issues. The public is aware that there is a complaint's mechanism. However, the programme records and sends complaints to the Director and the officer responsible for the shelter. With the information, the programme investigates and generates a report. The NAB submits monthly reports to the Board of Management. According to the CODI questionnaire, there is no formal evaluation assessment.

Jorris Dunner Elder Day Care

The origin of the programmes dates from 2015. The legal framework of the programme is the National Assistance Act. According to MSCCED & IDB (2018), the programme's aim is "to provide a stimulating social environment for elderly persons. It also seeks to enhance self-esteem, reduce isolation, maintain or regain independence, and to encourage socialization among the elderly population".

This programme consists of a day-care facility for elders aged 60 and above, who can afford a co-payment. This co-payment is BBD25 weekly and covers meals. Besides that, beneficiaries have to meet their daily living activities even with a cane, walker, or wheelchair. The programme also targets the elderly who lives with someone who works outside the

home, or who lives with someone that is frequently away from the home for other reasons. Currently, the programme has 27 to 32 beneficiaries²⁰. The benefits include snacks and lunch (cooked on-site), materials for activities and recreation activities.

The documents asked for the verification of conditions do not have a cost. According to the CODI questionnaire, the programme does not have procedures manuals.

The programme does not keep an electronic beneficiaries' databases. The officer-in-charge keeps manual records. The programme elaborates monthly reports. The Programme-Budget Document and Annual Estimates of Revenue and Expenditure contain financial programme information.

The officer-in-charge and the wardens do the programme monitoring. The NAB submits monthly reports to the Board of Management. There is no formal evaluation mechanism, according to the CODI questionnaire applied.

Other challenges the programme confronts are the need for additional staff and bad building conditions. The interviews also concluded that extension of day care programmes is required.

Non-contributory social assistance programmes

The non-contributory social assistance category groups the ten institutions that execute programmes in this category, the highest among the social protection programme categories. This category includes the NAB, the WD, the NDU, the Barbados Defence Force, the NIS, the Household Mitigation Unit, the EGFL, the CCB, the Barbados Drug Service, and the Project Execution Unit of the IDB project. The CODI assessment includes the programmes of four of these institutions. The NAB registers three programmes under this classification, analysed as follows.

Lancaster House

Lancaster House was opened in 2017. The legal framework of the programme is in the National Assistance Act. The programme consists in a 24-hour temporary facility for victims of fire, flood, evictions due to negative family dynamics or who may have lived in dilapidated conditions. To be eligible, the applicant also has to be independent. There is no age requirement to be part of the programme.

The enrolment process involves callings for anyone noticing that someone was evicted or displaced. There are also referrals from the Welfare Department, specifically from the Welfare Officer or The Chief Welfare Officer. Besides that, the documents asked for the verification of conditions do not have a cost. The programme does not have procedure manuals, according to the CODI interview.

The house consists of seven bedrooms²¹ and kitchenettes equipped with appliances. The programme benefits the occupants with temporary accommodation. Initially, the stay is for three months, but can be longer until the beneficiary finds housing. By the date of this interview, the programme had four beneficiaries. The service does not include amenities.

Clients are made aware of the services and client obligations at the application stage. Clients receive a copy of the rules at the shelter. The norm is that beneficiaries cannot break the rules more than three times.

The information of beneficiaries is not electronic. There are manual records of beneficiaries. Besides that, there is a socio-economic report of the family when they enter the programme and when they leave it. The programme prepares a monthly report which is submitted to the Board of Management. The financial programme information is in the Programme-Budget Document and Annual Estimates of Revenue and Expenditure.

According to the interview, the social care system does not provide holistic rehabilitation of the client or his family. Once the client graduates from the programme, they are out of the NAB purview. The interviews highlight the fact that beneficiaries should receive the services of housing, employment, training, and assistance with children. Another drawback of the programme is the lack of a formal evaluation mechanism (according to the CODI questionnaire).

²⁰ They are currently awaiting clearance from the Ministry of Health for resumption due to COVID-19.

²¹ Currently two of the rooms are in need of repairs and are therefore out of use.

Seniors' Recreational Activity Programme

This programme was started in 1990 to assist the elderly with active aging using social skills. The programme is not in the national legislation, but the NAB is under the National Assistance Act.

Programme applicants must be elderly persons capable of reaching the centres. The programme benefits include the following activities: craft-making, exercise, lectures, picnics, boat cruising, and learning foreign languages, among others. The documents asked for the verification of conditions do not have a cost. Applicants can access the programme by telephone, in-person, or from other agencies' referrals.

There are 22 centres across Barbados, which benefit 453 elders aged between 55 and 92 years. The programme is delivered once a week for groups of 12 to 33 people. The staff of the programme includes four instructors for craft activities and one instructor for dancing activities.

The programme does not have electronic beneficiaries' records. Wardens keep a daily participation list. Besides that, the programme has monthly reports. Financial information is available at the Programme-Budget Document and in the Annual Estimates of Revenue and Expenditure.

According to the CODI interview, the programme does not have procedures manuals. The monitoring of the programme is the responsibility of the Director, with the information provided by the Senior Clerk. The NAB submits monthly reports to the Board of Management. Besides that, the programme does not register any formal evaluation.

The second set of social assistance programmes analysed in the CODI belongs to the **National Disability Unit (NDU)**. The following lines highlight the findings obtained from the CODI interview.

Programmes for persons with disabilities

The National Disability Unit (NDU) executes these programmes. The programmes held by the NDU include just in-kind benefits or services. Along with the programme execution, the NDU is responsible for identifying and diagnosing persons with disabilities in Barbados. These programmes are not within a legal framework.

The target population of the programmes for persons with disabilities (PWD) is persons with sensory impairment, amputees, visual impairment, blind, parents or caregivers of PWD, and people with mobility challenges. The benefits provided by these programmes are:

- Assistive devices for sensory impairment; amputees.
- Information technology for the visual impaired.
- Community Outreach Programme for Parents/caregivers of PWDs.
- Call-A-Ride for people with mobility challenges.
- Mangrove agriculture project.
- Flower arranging project.
- Sign language (Irving Wilson School).²²
- Entrepreneurial Market.

The majority of these programmes started since the NDU's inception. The programmes Call-A-Ride and Entrepreneurial Market were added recently to the portfolio.

The average yearly expenditure is BBD625,000, disaggregated as follows:

- Grants: BBD400,000
- Wheelchairs: BBD150,000 (wheelchairs are on loan to clients)
- Mobility devices: BBD125,000

²² Due to COVID-19, this programme was not operating as of July 2021.

In terms of eligibility criteria, social workers conduct an assessment after the application is submitted. There is a specific means-test analysis for each programme. The NDU verifies the income level with the National Insurance records or bank accounts, visits the household, and asks for doctor certificates.

The programmes face several challenges. One of these challenges is the reduction of the staff of the NDU on the framework of the Barbados Economic Recovery and Transformation (BERT)²³. Previously, the NDU had 16 persons on its staff and at the moment that this assessment was conducted, it had 12 staff members. There is no specific staff for each programme. Moreover, the programmes face high replacement costs of equipment and assisted devices.

Other challenges are related to business continuity given the COVID-19 pandemic. Not all the programmes were adapted to be delivered remotely, and community resource centres were closed due to restrictions. Moreover, not all clients have an internet connection. According to the CODI interviews, there is an urgent need for local or company engagement to perform maintenance and refurbishment.

The programme also faces some constraints at the administrative level. The first constraint is related to the inexistence of procedure manuals. These manuals are a fundamental tool to ensure the correct programme execution. In terms of information availability, there are no records for the last 3-5 years on benefits. Besides that, the registry/database is not electronic and includes only beneficiaries. The NDU performs quarterly departmental reports. The programme does not have a contingency plan to deal with disasters and crisis or ensure the continuity of the services. However, it is part of the coordinated disaster responses and Disaster Social Relief Plan.

There is an unsatisfied demand for programmes for PWD due to limitations in finances and the lack of a local market for equipment procurement. Most of the equipment must be purchased overseas. These constraints cause a long wait for services and equipment. In normal conditions, the programmes have unsatisfied demand. But due to COVID-19, there is a reduction of clients asking for benefits.

Furthermore, the clients have issues related to transportation, mobility, and accessibility. The following constraints are part of this problem:

- The motorized wheelchairs are expensive, and there is limited procurement due to budget constraints.
- Vehicles modified for the disabled are not readily available in Barbados, and the service previously provided by the Transport Board is no longer available.
- There are no codified sidewalks and ramp access to buildings, therefore, in many cases access to these is not suitable for wheelchair users.
- Streetlights amenable to the visually impaired are not prevalent neither are purpose-built sidewalks nor public transportation which permit disabled access (kneeling buses).
- Paraphernalia, such as a Braille printer, is prohibitively expensive and difficult to source.
- The clients' accessibility to programmes seems to be satisfactory. The procedures and documents asked of clients are not expensive and are available to all eligible clients. All the programmes are adapted for disabled people and are under constant review. For instance, NDU ensures that an interpreter is available during training and such training conducted in wheelchair-accessible buildings. The delivery benefit process is flexible, which allows for families to pick up the devices.

The NDU does not have a formal complaint mechanism, but there is an informal complaints mechanism (mainly through the Director's office). The complaints are recorded and addressed by social workers. Usually, the beneficiaries do not have complaints related to the benefits. Usually, they have concerns related to the conditions to use the devices. Additionally, the programmes have never been formally evaluated.

The NDU implements several dissemination activities in schools and churches to raise public awareness about disabilities. These also include social media activities, in addition to a Facebook page for the hearing impaired. According to the NDU Director, there is enough process awareness benefits enrolment and delivery.

²³ This plan was implemented in 2018 and aims to restore macroeconomic stability and place the economy on a path of strong, sustainable and inclusive growth, while safeguarding the financial and social sectors.

The programmes do not have records of beneficiaries' information. Financial information is available for the period 2018-2021 in the Estimates of Expenditure. Besides that, according to the CODI questionnaire, the programme does not have a formal mechanism of monitoring and evaluation.

Finally, the Welfare Department (WD) executes three programmes under the social assistance category. The CODI assessment included these three programmes. During the interview, the WD staff mentioned the following transversal constraints that the institution faces:

- There has been an increase of the Department caseload by approximately four times, due to the socio-economic impacts of the COVID-19 crisis, without a proportional increase in the staff. The Department even created another zone aiming to diffuse the work concentration on officers in any one zone, however, the demand remains high. The number of clients has been increasing yearly and sharply since 2018. Staffing has not been increasing but budget has.
- Given the demand increase due to COVID-19, there is a focus on basic needs and survivability items.
- The interview considered that the universal intake form is quite extensive.
- Should consider online applications, which identifies when a client potentially pre-qualifies for assistance.
- There is a need for more stock of emergency shelters/housing is required. Currently, not all emergency housing is suitable for women and children.
- Legislation is outdated with amendments over the years.

The following sections expose the specific programme findings of the Welfare Department.

National Assistance Programme

The National Assistance Programme (NAP) is the main programme of the WD. This programme “provides assistance to needy citizens who are unable to earn a living to support themselves and their dependents because of illness, injury or other special circumstance” (MSCCED & IDB, 2018: 108). The aim of the programme is “to provide an opportunity for needy citizens to meet their basic needs and improve their social condition through the provision of financial assistance and assistance-in-kind” (MSCCED & IDB, 2018: 108).

The legal framework of the programme includes the following Acts and Conventions:

- National Assistance Act 1969;
- The Convention on the Rights of a Child;
- Emergency Management Act;
- The Education Act; and
- The Family Law Act.

Additionally, the following documents also are part of the programme vision and execution:

- Annual Budgetary Proposal Documents;
- MPEA Strategic Plan;
- Welfare Department's Mission and Vision Statements;
- Safety and Health at the Workplace; and
- Performance Review and Development System.

This programme provides financial assistance through utility bills, rent, clothing, educational supplies, and hearing and visual aids. The WD also refers clients to other agencies. The non-eligible population includes the elderly receiving a pension and the disabled who benefit from the National Insurance Scheme.

The National Assistance Programme (NAP) provides both in-cash and in-kind benefits to children and the adult population. The following Table 6 describes the classification of cash benefits according to the target population and benefits. The groups covered do not include population aged above 67 and candidates to National Insurance programmes. The programme applies a means-test based on income and expenditure of the adults, health and education, and employment.

In the case of a medical condition, a doctor must verify whether the individual can work. The doctor also must define the length of the recovery period before WD support.

There is an online application system which was launched shortly before this assessment, which is in high demand. The WD received over 6,000 online applications, including 2,000 for social relief (see section below). The online system has improved the public access to information on benefits/ available assistance.

Individual assessment takes two weeks on average. In total, 600 cases are treated every month.

► **Table 6. National Assistance programme target population, in cash benefits and eligibility criteria**

Target population	Monthly benefits (BBD)	Eligibility criteria
1. Children a. Under the age of 16 b. Over the age of 16	\$252	Means-tested based on income and expenditure of the adults, health, education and employment
2. Able-bodied Adults (males and females)	\$184	
3. Disabled persons a. Low disability b. High disability	\$201 \$352	
4. Elderly (55-67years)	\$352	
5. Severely disabled	\$649	
6. Persons with HIV/AIDs	\$352	

Source: CODI interview

The in-kind benefits of the programme are described in the following Table 7. The eligibility criteria are the same as cash benefits but do not target any specific population groups. When applicants ask for a house rent benefit, they are required to present a rent receipt.

► **Table 7. National Assistance programme target population, in-kind benefits and eligibility criteria**

Target population	Benefits offered per request (BBD)	Eligibility criteria
All vulnerable persons	<ul style="list-style-type: none"> • Spectacles (\$300) • Dentures (\$700) • Furnishings • Clothing • Hearing aid (\$1000) • Food vouchers (\$160-\$300) • House rent (\$800) • Land rent • Pampers (From stock) 	Means-tested based on income and expenditure of the applicant, health, education, employment and crisis (fires or floods)

Source: CODI interview

The programme has a third component called Educational Assistance. The Table 8 describes the benefits offered by this component. A family with children at primary school can receive BBD180 per child. In the case of secondary, the family can receive BBD250-300 per child. The eligibility criteria are means-tested on income and expenditure of the applicant, health, education, employment, and crisis. The Ministry of Education assists with the assessment of primary school cases. Assistance is provided by local purchase order (LPO) in the supplier's name and given to the client. Previously, beneficiaries were required to meet certain conditionalities, but they are no longer required to do so.

► **Table 8. National Assistance programme target population, educational assistance and eligibility criteria**

Target population	Benefits offered per request (BBD)	Eligibility criteria
Primary school child (Reception-Class 4)	(\$180 per child)	Means-tested based on income and expenditure of the applicant, health, education, employment and crisis.
Secondary school Child (First form to 6 th form)	(\$250-\$300 per child)	
Special needs children	(school fees)	

Source: CODI interview

According to the ILO, the National Assistance Programme “covers the largest number of people, providing 4,980 households with cash transfers, and 6,600 households with in-kind transfers (food, clothing, funeral costs, etc.) with a focus on children, the unemployed, persons with disabilities, and the elderly”. According to IDB (2018), the expenditure of the programme in 2016 was BBD3.6 million.

The registry database of the programme has information both on beneficiaries and non-beneficiaries. The programme database includes the following variables: age, sex, past and present address, marital status, employment, national identification number, effective dates, review dates, and inactive dates of services. The database also captures inactive persons. Inactiveness reasons include employment status, travel, death, transfers out of zones, and improved living circumstances.

The Welfare Department has an active referral system to the NIS contributory and non-contributory pension schemes, despite communication challenges and the lack of interoperability of the databases.

The programme produces three different reports Welfare Officers Monthly Statistical Reports, Senior Welfare Officer Monthly Report, and DCWO monthly and quarterly reports. The financial information is available for the last 3-5 years on the Estimate Documents.

According to the CODI questionnaire, the programme does not have mechanisms for monitoring and evaluation (M&E). The WD had an initial training for an M&E instrument, but the interviews highlighted a significant lack of such programmes in the Department. Besides that, the WD does not have operational manuals but has orientations manuals.

Individual situations and entitlement to benefits are supposed to be reviewed every 3-6 months. Due to COVID-19 and additional workload, the duration of the benefits has been extended to 12 months.

The Food Vouchers programme needs re-evaluation, since some persons who require the benefit do not receive it and some beneficiaries who do receive it do not need it. Benefits are provided on a monthly basis upon approval from the Social Welfare (SW) Office, generating a heavy workload. The systems should be automated to avoid delay/ break in the assistance when caseloads are high.

When disasters strike, priority is given to the disaster social relief, and this generates delays in the other/routine assessments.

Family Services Programme

This programme seeks to provide remedial social services to address family issues such as domestic/family violence, abuse, marital problems, relationship problems, child maintenance, and elderly care (MSCCECD & IDB, 2018). The legal framework of the programme includes the Barbados Family Law Act 2021, the Family Law Act Cap. 21, and the Domestic Violence (Protection Orders) Act 1992.

Programme benefits include access agreements, family and individual counselling, maintenance agreements, meditation, marital therapy, mediation, and legal fees for divorce payment. The Department provides Legal-aid divorces in cases where domestic violence is evident. The Department secures the services of an attorney on retainer on a case-by-case basis.

Programme eligibility includes court orders, court reports, means-test for the case of payment of legal fees, and referrals from the Child Care Board and the Queen Elizabeth Hospital.

In general, the programme covers those vulnerable and at risk, regardless of age. Specifically, the programme targets the entire population with the following conditions (MSCCECD & IDB, 2018):

- Anyone experiencing difficulties in their family relations.
- Persons who are unable to access their child or children.
- Persons experiencing problems in obtaining child maintenance.
- Persons experiencing marital problems.
- Victims of domestic violence.
- Children with behavioural problems.
- Persons who desire counselling that relates to the care of the elderly, persons who are disabled or persons who are terminally ill.
- Persons needing legal services in respect of divorce and maintenance but are unable to afford the legal cost.
- Persons requiring aid with Trust Administration.

The programme has information on beneficiaries and non-beneficiaries, both electronic and paper-base. The referrals from other departments have disaggregation by gender and age. Besides that, the programme prepares monthly statistical reports, which include the applications and referrals received. Financial information is available at the Annual Estimates of Revenue and Expenditure and in the Multi-year Programme-Budget Document for the last 3-5 years.

The WD does not have any operational manuals but has orientation manuals. This programme has a Standard Operating Procedure Document. Additionally, according to the CODI questionnaire, monitoring and evaluation are not to the same extent as the national assistance programme.

Disaster Social Relief Plan and response activities

Main source of information is the DSRP itself and an interview conducted on 14/10/2021 with PS Springer and Andrew Pollard.

The WD does not have operation manuals but has orientation manuals, however DRM is framed in the MPEEA Disaster Social Relief Plan and the Disaster Preparedness Departmental Plan.

MPEEA has the primary responsibility for Disaster Social Relief (see DRM section). The response is defined in the Disaster Social Relief Plan reviewed every year to correspond to evolving needs. Until the recent Hurricane Elsa, in July 2021, the response scale was quite limited. The response to the needs resulting from the Hurricane Elsa allowed to test the plan and the associated response options. The target population of the programme is persons affected by man-made and natural disasters. According to MSCCECD & IDB (2018), the programme “aims to offer assistance to individuals and families so that they can survive the impact of disasters and get back on their feet”.

The programme can be requested by telephone, in person at the WD, or by referrals from other agencies (MSCCECD & IDB, 2018). The programme applies a rapid social assessment and a means test assessment. The legal framework of the programme is contained in the National Assistance Act and in the Emergency Management Act.

The DRM provides cash benefits and in-kind benefits. The following Table 9 shows the classification of the benefits according to the target population. The eligibility criteria are the same regardless of the target population.

► **Table 9. DRM target population, cash benefits and eligibility criteria**

Target population	Monthly Benefits (BBD)	Eligibility criteria
1. Children c. Under the age of 16 d. Over the age of 16	\$252.00	Means-tested based on income and expenditure of the adults, health, education and employment
2. Able-bodied Adults (males and females)	\$184.00	
3. Disabled persons c. Low disability d. High disability	\$201.00 \$352.00	
4. Elderly (55-67years)	\$352.00	
5. Severely disabled	\$649.00	
6. Persons with HIV/AIDs	\$352.00	

Source: CODI interview

The in-kind benefits are explicit in Table 10. The benefits are available regardless of the age of the population.

► **Table 10. DRM target population, in kind benefits and eligibility criteria**

Target population	Benefits offered per request (BBD)	Eligibility criteria
All vulnerable persons	<ul style="list-style-type: none"> • Spectacles (\$300) • Dentures (\$700) • Furnishings • Clothing • Hearing Aid (\$1000) • Food vouchers (\$160-\$300) • House rent (\$800) • Land rent • Pampers (From stock) 	Means-tested based on income and expenditure of the applicant, health, education, employment and crisis (fires or floods)

Source: CODI interview

The programme has registry data of beneficiaries and non-beneficiaries in electronic and hard copy. There is no specific benefits information for DRM. Nevertheless, DRM information is part of the National Assistance Programme data. The data is disaggregated only in the individual client files but not compiled in a unique database. The programme is in the monthly National Assistance Reports. The financial information of the programme is available at the Annual Estimates of Revenue and Expenditure 3-5 years and in the Multi-year Programme Budget Document 3-5 years. According to the CODI questionnaire applied, the DRM has no formal monitoring and evaluation scheme.

Non-Contributory Old-Age Pension

The information used in this section comes exclusively from the official NIS webpage. Information available includes eligibility criteria, benefit description, and total beneficiaries by age group and sex.

To qualify for a Non-Contributory Old-Age Pension, the applicant requires to be 67 years old, or 18 years if the case of a deaf-mute or blind person. Besides that, the applicant has to be either a citizen of Barbados or a permanent resident of Barbados. In the last case, a citizen of Barbados person requires to have a residence in Barbados for 12 years since attaining the age of 40 years or an aggregate of 20 years since the age of 18 years. Permanent resident applicants require a residence for 15 years since the age of 40 years or 20 years since attaining the age of 18 years. The current amount of a Non-Contributory Old-Age Pension is BBD230 weekly. An applicant of this benefit requires to submit an affidavit to the NIS and an application form.

A person with the following pension conditions is not eligible for this benefit:

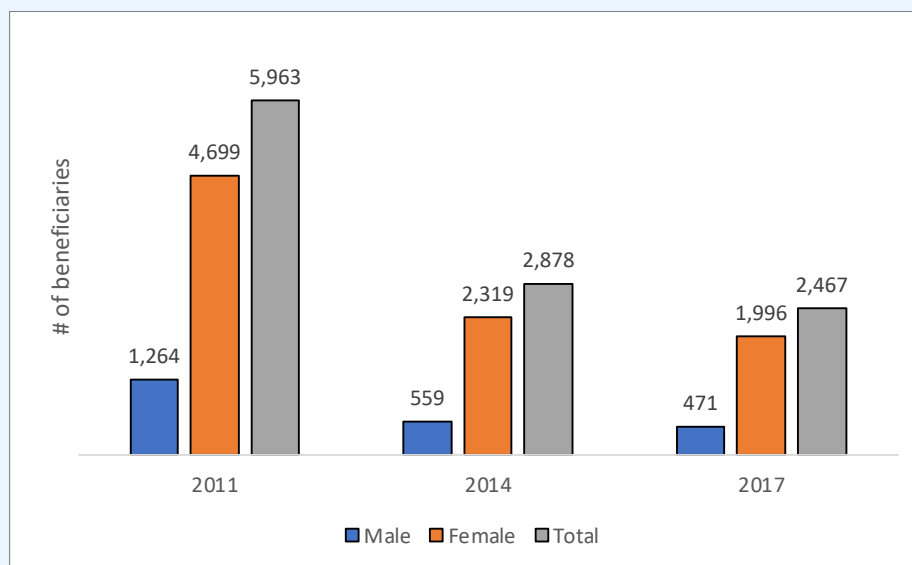
- Someone who has a public service pension.
- Someone with a public service pension with another Government or with an international organization of which the Government of Barbados is a member.
- An NIS pension at a rate higher than the non-contributory old-age pension.
- A pension under a National Insurance and Social Security Scheme operated by another Government.

When a person receives a pension either 1, 2, or 4 that is lower than the Non-Contributory Old-Age Pension, this person can receive a weekly pension for the difference between the two pensions.

Besides the latter, there are five additional conditions under which people cannot receive a Non-Contributory Old-Age Pension:

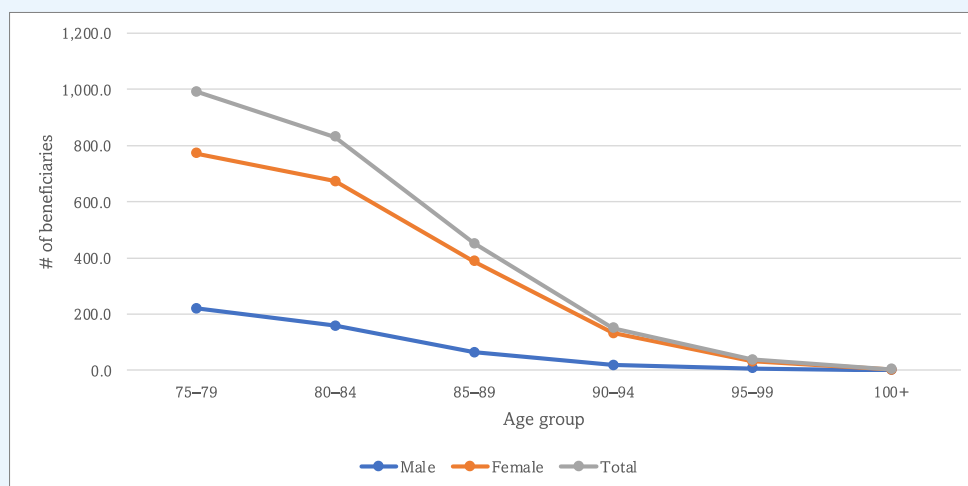
- Someone blind or deaf-mute who is under pensionable age with an income higher than BBD30 weekly.
- A person who is continuously absent from Barbados for any period over six months.
- A full-time in-patient at a health service institution maintained by the Government (such as a hospital or a home).
- A prisoner.
- Someone that had paid employment but failed or refused to acquire insurance under the Act.

The total Non-Contributory Old-Age beneficiaries decreased in recent years (see Figure 22). From 2011 to 2017, this amount changed by -58.6 per cent. At the end of the period, there were 2,467 beneficiaries. This amount represents 8.5 per cent of the non-old age pension covered population and 18.6 per cent of the population non-covered by a contributory Old-Age Pension. The majority of beneficiaries are females. By 2017 this population represented 80.9 per cent of total beneficiaries.

► **Figure 22. Non-Contributory Old-Age pensioners by sex, 2011, 2014 and 2017**

Source: Authors' elaboration with NIS data

Figure 23 shows the distribution of Non-contributory Old-Age beneficiaries by age group. The majority of beneficiaries of this pension are in the age group 75-79. Specifically, four out of ten beneficiaries are in this age group.

► **Figure 23. Non-Contributory Old-Age beneficiaries by age group and sex, 2011, 2014 and 2017**

Source: Authors' elaboration with NIS data

Contributory Programmes

The National Insurance Office executes the Social Insurance Contributory Programmes in the Social Protection System in Barbados. According to the programme inventory, the National Insurance Office executes eleven programmes under this category. The legislation and institutional arrangement section expose the laws that covered these programmes.

The following sections present information on eligibility, benefits, and financing on each of the National Insurance Scheme (NIS). It is relevant to highlight that the information presented in this section comes from the official NIS web page. Despite several efforts, the CODI interview could not cover the NIS programmes.

The NIS covers the self-employed under Section 13 of Chapter 47 of the National Insurance and Social Security Act. A self-employed “is anyone over age 16 and under the NIS standard pensionable age of 67 years old, who is gainfully employed in Barbados, but whose employment is NOT under a contract of service in accordance with Section 12 of the National Insurance and Social Security Act, 1966; e.g., partnership, sole traders, medical practitioners and other professionals in private practice”.

For the self-employed to be registered, the applicant is required to complete the new registration form which allows the self-employed to obtain a National Insurance number. Along with this form, the applicant has to send their original birth certificate, Barbados identification card or valid passport, and a marriage certificate if applicable.

The majority shareholders in limited liability companies involved in the day-to-day operations and officers of the company may be self-employed. Also, those employed in Barbados by an employer who does not reside in Barbados and has no business place in the country are considered self-employed.

Self-employed have coverage for Sickness Benefit, the Maternity Benefit, the Invalidity Pension or Grant, the Old Age Contributory Pension or Grant, the Funeral Grant, and the Survivors’ Pension or Grant. By 2017, the National Insurance Office estimated that around 15 per cent of self-employed persons in Barbados contribute to the NIS.

Self-employed insurance is compulsory in Barbados, and contributions are to be paid quarterly per calendar year. The payments have to be made within fifteen days after the end of the calendar quarter for which they are due. A late payment generates a penalty of one per cent per month. The insurable earnings are BBD4,880 to BBD91 per month or BBD1,126 to BBD21 per week for those aged 16 to pensionable age. The population aged under 16 only has to pay the training levy and the catastrophe fund. Table 11 shows the contribution rates by fund and levies. The basis of the self-employed contributions is the earnings of one year immediately preceding the contribution year in which the contribution is due.

► **Table 11. Contributions rates by funds and levies paid by self-employed**

Funds and levies	%
National insurance	13.50
Non-contributory	2.00
Training levy	0.50
Catastrophe	0.10
Health service contribution	1.00
Total	17.00

Source: NIS official webpage

Using evidence of earnings, the National Insurance Board defines the rate of contribution for those who are insured for less than one year. An unemployed self-employed can become a voluntary contributor when he or she has paid at least 150 contributions as employed or self-employed. These contributions only apply for an old-age contributory grant or pension and the survivors’ benefit.

Table 12 shows the total contribution rates by each employment category. There are eight funds and levies to which the employees and employers contribute. Not all the funds and levies apply to each employee category. Employed persons in

the private sector have full contingencies coverage. However, temporary Government employees do not have severance benefits coverage, while permanent Government employees do not have sickness, unemployment, and severance coverage. Lastly, the self-employed do not have employment injury benefits, unemployment, and severance. The NIS funds and levies are 1) National Insurance, 2) Non-Contributory, 3) Unemployment, 4) Employment Injury, 5) Severance, 6) Training Levy, 7) Catastrophe Fund, and 8) Health Service Contribution. The earning ceilings by 2021 are BBD1,126 by week and BBD4,800 by month.

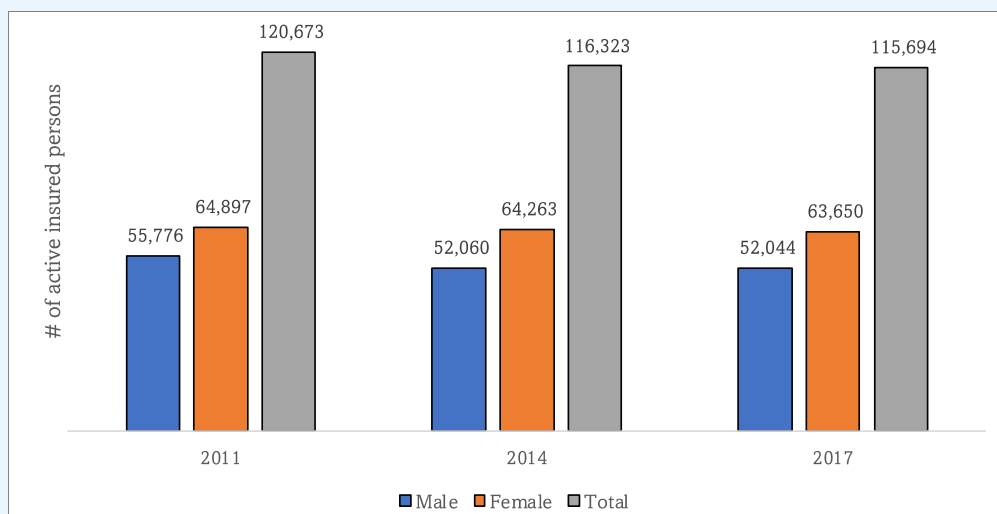
► **Table 12. Contribution rates by employee category**

Employee category	Employee total contribution (%)	Employer total contribution (%)	Total (%)
Government permanent employees	9.80	10.95	20.75
Government temporary employees	11.10	12.25	23.35
Government over pensionable age or under 16	0.60	1.25	1.85
State-owned enterprises / statutory corporation	11.10	12.75	23.85
Private sector employees	11.10	12.75	23.85
Apprentices	11.10	12.25	23.35
Private sector employees pensionable age or under 16	0.60	1.25	1.85
Self-employed	17.10		17.10
Voluntary contributors	10.30		10.30
Foreign embassies	11.10	12.75	23.85
Foreign service help	7.93	7.93	15.86

Source: Own elaboration with NIS official webpage information

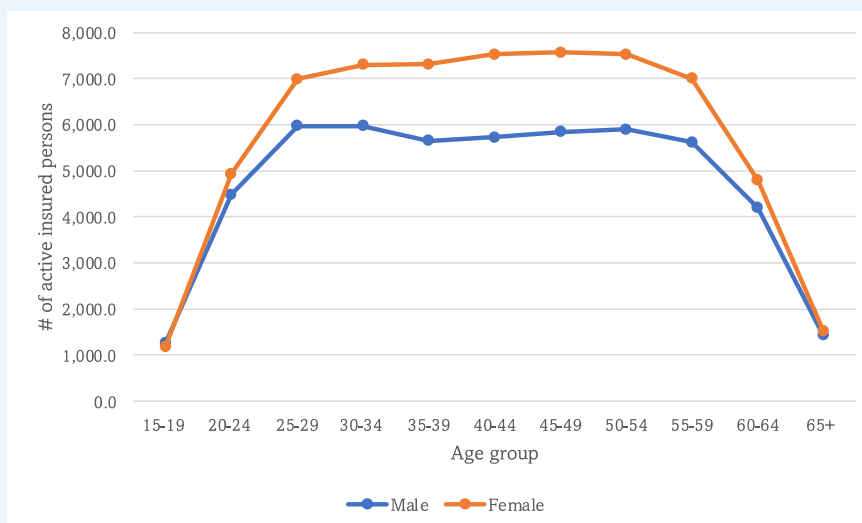
The National Insurance Office has an online portal called “NIS portal”. This portal allows the employers to submit their contributions schedules and make payments through the EZpay+ facility. The portal registry is also online.

The National Insurance Office estimated that as at 2017, a range of 85-90 per cent of employed made at least one contribution to the NIS. By 2017, the National Insurance Office registered 115,694 active insured population (see Figure 24), of which 55.0 per cent were female. From 2011 to 2017 the active insured population had decreased by 4.1 per cent.

► **Figure 24. Active insured population by sex, 2011, 2014 and 2017**

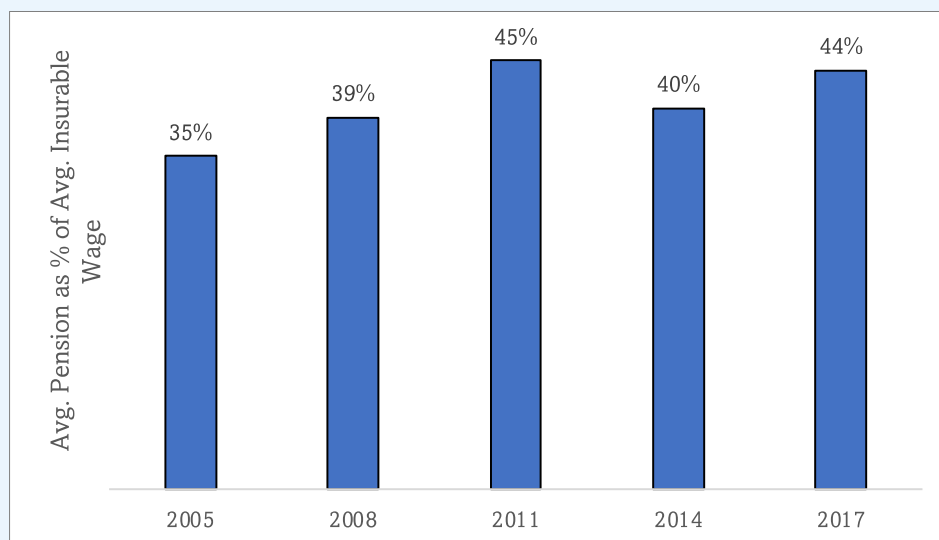
Source: Authors' elaboration with NIS data

The distribution of the active insured population by age group follows an inverted u-shape (see Figure 25). The majority of this population is 25 and 59-years old. Specifically, eight out of ten active insured persons are in this age range. The female population outnumbers the male population in all ages, except from 15 to 19-years old.

► **Figure 25. Active insured population by age group and sex, 2017**

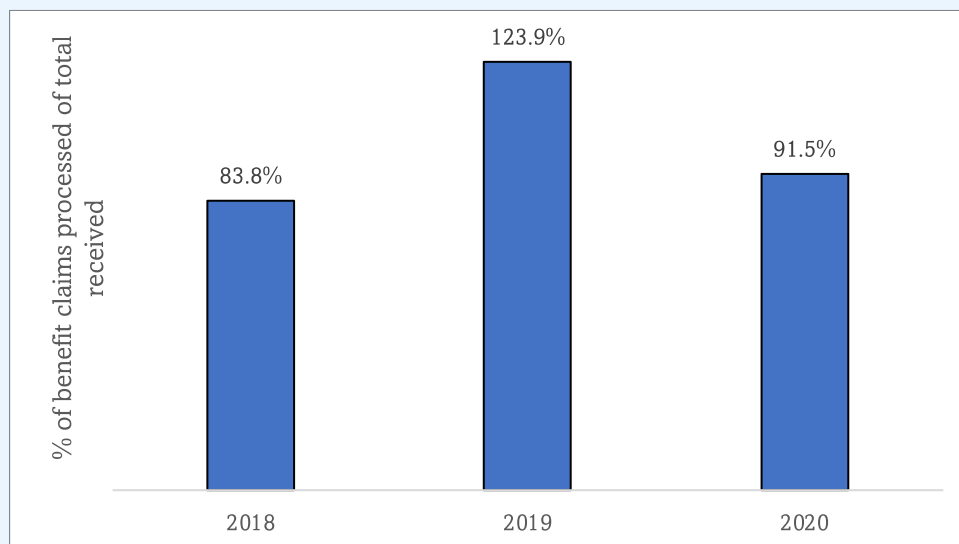
Source: Authors' elaboration with NIS data

In terms of adequacy, according to the National Insurance Office, the minimum contributory pension effective in July 2018 was BBD235 per week or BBD1,018 per month. This amount represents 38 per cent of the average insurable wage. The National Insurance Office mentioned that “This is relatively high pension replacement rate compared to others in the Caribbean and ILO guidelines” (NIO, 2018 pp.17). Figure 26 shows the average pension as a percentage of the average insurable wage. This ratio increased from 35 per cent in 2005 to 44 per cent in 2017.

► **Figure 26. Average pension as percentage of average insurable wage, 2015, 2008, 2011, 2014, and 2017**

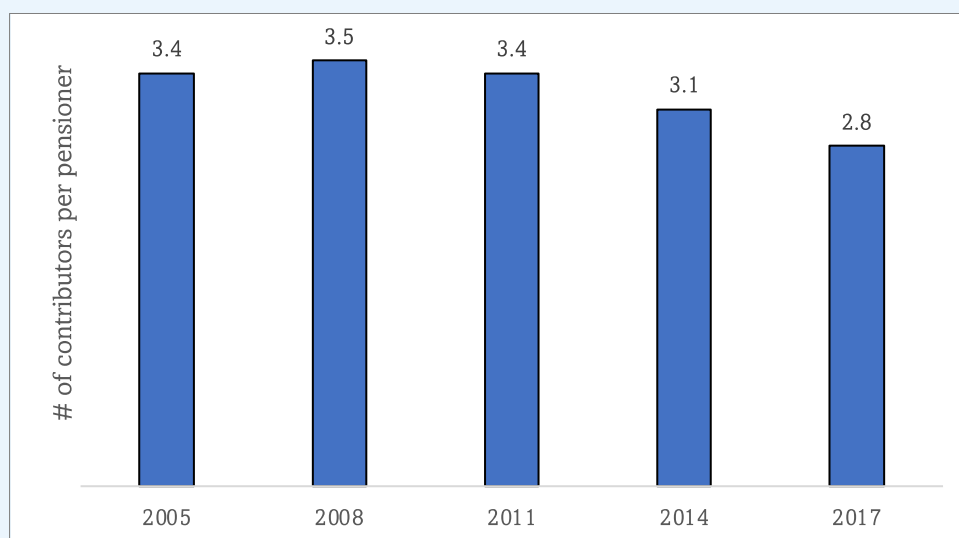
Source: Authors' elaboration with NIS data

By 2020, the National Insurance Office received 99,632 benefit claims and processed 91,134 (91.5 per cent). Figure 27 shows the percentage of processed claims of the total received. In 2019, this proportion was higher than 100 per cent.

► **Figure 27. Percentage of benefit claims processed of total claims received, 2018-2020**

Source: Authors' elaboration with NIS data

The NIS registered less than three contributors by a pensioner in 2017. This proportion has decreased over the years, as depicted in Figure 28. By 2005 this ratio was 3.4 and decreased to 2.8 by 2017.

► **Figure 28. Number of contributors per pensioner, 2005, 2008, 2011, 2014 and 2017**

Source: Authors' elaboration with NIS data

Maternity Benefit

The Maternity Benefit covers both employed and self-employed. For the employed, the beneficiary requires to have at least 26 contribution weeks. For the self-employed, the requirement is to have not less than 39 contributions in the four consecutive quarters, with one before the contribution quarter in which the benefit could become payable. Both the employed and self-employed must have paid at least 16 contributions in the two contribution quarters with one before the contribution quarter in which the benefit could become payable.

The benefit level has a daily basis and represents the 100 per cent of the insured person's average insurable weekly earnings²⁴, divided by six. This payment is independent of any other that the employer makes out of the maternity leave. The maternity benefit does not apply to a person out of the island, only when the absence is for medical attention.

The sickness benefit covers a beneficiary that is incapable of work due to pathological complications of confinement. The beneficiary has to be entitled to sickness benefit since the day the maternity benefit was payable.

Maternity Grant

There are three conditions to receive the maternity grant, 1) the woman must not be an insured person; or she must be an insured person who does not satisfy the contribution conditions for Maternity Benefit; 2) the woman's spouse must have been an insured person and has paid the requisite number of contributions that would have enabled the woman to qualify had she paid them herself; and 3) The child must be born in Barbados. Additionally, a woman must have confinement. The maternity grant amount is BBD1,260.

Invalidity Grant

The Invalidity Grant consists of a lump sum payment equal to six weeks of the average insurable weekly earnings for every 50 contributions paid or credited. The average insurable weekly earnings are the sum of the insurable earnings on which contributions were based, divided by the number of contribution weeks.

To apply for the Invalidity Grant, a person requires to meet the following three conditions:

1. the applicant has to be under pensionable age (see Table 13);

²⁴ Average insurable weekly earnings mean that the sum of the insurable earnings on which contributions were based over the two contribution quarters, but one before the contribution quarter in which maternity benefit is payable divided by the number of weeks in the quarter.

2. to be permanently incapable of undertaking further employment because of a specific disease or bodily or mental disablement; and
3. the applicant requires to have at least 50 contributions paid or credited.

► Table 13. NIS pensionable ages

Date	Age
Prior to 1 January, 2006	65 years
1 January 2006 to 31 December, 2009	65 ½ years
1 January 2010 to 31 December, 2013	66 years
1 January 2014 to 31 December, 2017	66 ½ years
1 January 2018 and after	67 years

Source: official webpage

Invalidity Pension

To be eligible for an Invalidity Pension, the employed and self-employed have to meet the following three common conditions:

1. they have to be under the pensionable age (See Table 13);
2. be permanently incapable of undertaking further employment because of a specific disease or bodily or mental disablement; and
3. have at least 150 contributions paid.

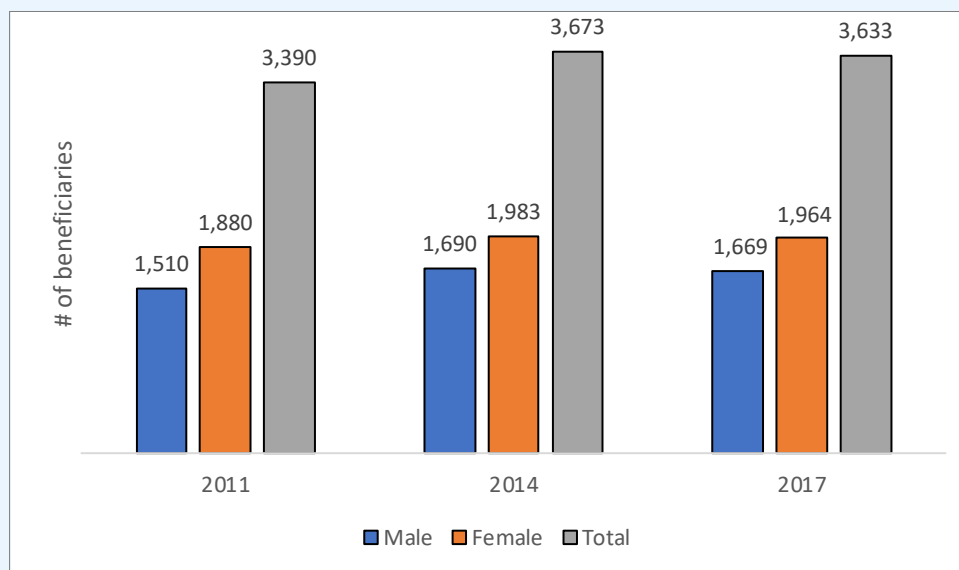
In addition to these conditions, the self-employed must have an average of at least 39 contributions a year from the time that they became insurable to the time of becoming an invalid.

The pension rate is 40 per cent of the average annual insurable earnings of the insured person. The pension rate also includes one per cent of the total insurable earnings of based contributions after the first 500 contributions. This benefit cannot exceed 60 per cent of average annual insurable earnings. Additionally, the benefit amount cannot exceed 60 per cent of the best three insurable earnings of the employed and the best five of the self-employed. Currently, the minimum pension is BBD243.00 per week.

The average annual insurable earnings are the sum of the insurable earnings of the base contributions. The computation includes the best three contribution years of the insured person's contribution life, divided by three. When a person has less than fifteen contribution years, the benefit computation uses the best three contributions years of the insured period.

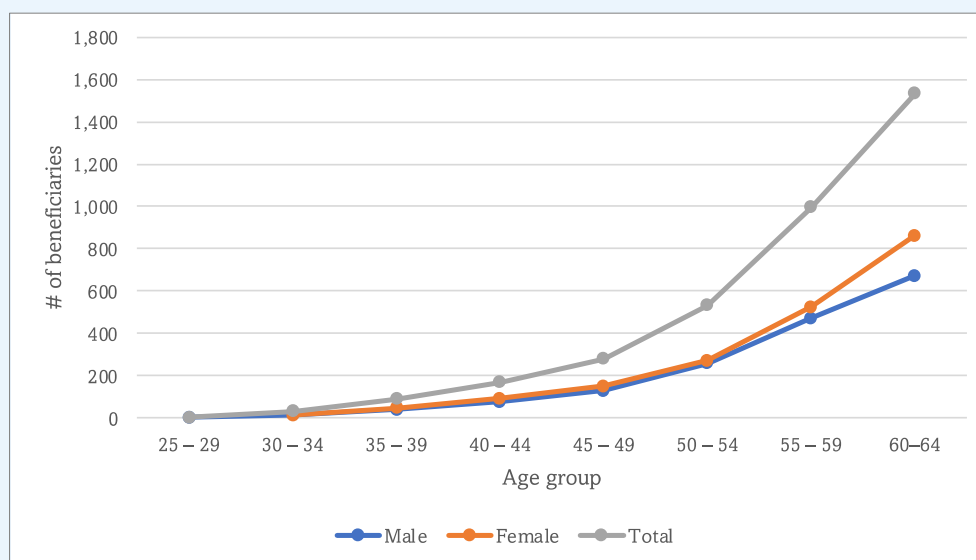
An invalidity pensioner cannot receive an Invalidity Grant. The pension lasts as the invalidity lasts. Nevertheless, this benefit shifts to an Old-Age Contributory Pension when the beneficiary reaches a pensionable age. The beneficiary maintains the same pension amount and can live abroad.

By 2017, the National Insurance Office registered 3,633 invalidity pensioners. This figure is slightly lower than the register in 2014 (see Figure 29). The breakdown by sex shows that 54.1 per cent of total beneficiaries of this pension in 2017 are females, and 45.9 per cent are males.

► **Figure 29. Invalidity pensioners by sex, 2011, 2014 and 2017**

Source: Authors' elaboration with NIS data

The total invalidity pensioners increase with the beneficiaries' age. By 2017, 42.2 per cent of beneficiaries are between 60 and 64 years old. More than nine out of ten beneficiaries in 2017 were above 45 years old. Women outnumber men in all the age ranges from 35 onwards.

► **Figure 30. Invalidity pensioners by age group and sex, 2017**

Source: Authors' elaboration with NIS data

Sickness Benefit

The Sickness Benefit is available for the employed and the self-employed. To be eligible, the employed and the self-employed have to pay no less than seven contributions in the contribution quarter when the sickness appears. In addition,

the self-employed requires at least 13 contribution weeks and 39 contributions in the last four quarters. The employed requires to be engaged in employment before the illness and to have at least 39 contributions in the last four quarters. The benefit amount is calculated at 66.67 per cent (or 2/3) of the average insurable weekly earnings²⁵.

There are other relevant conditions that NIS considers for the sickness benefit delivery. First, two or more periods of illness with fewer 13 than weeks of difference in one continuous period of illness. This period starts on the first day of the first period of illness. The payment during the whole period is the rate of the first period of illness.

The payment of this benefit excludes Sundays. The maximum payment duration is 26 weeks. Besides that, if a beneficiary has been employed for 150 contribution weeks and has 75 contributions in the three completed contribution years before the illness, this period can exceed 26 weeks. The benefit is not payable for the first three days of the incapacity unless it lasts two weeks or more. Lastly, this benefit is payable if the person is out of the island in the case of medical treatment for an illness that commenced before the person left Barbados.

Unemployment Benefit

The Unemployment Benefit in Barbados only applies to the employed, who contribute to the Unemployment Fund. Self-employed are not eligible for this benefit and are not required to contribute to the Unemployment Fund. To be a beneficiary of the Unemployment Benefit, the NIS asks for three conditions, namely:

1. the applicant must have at least 52 weeks of insurance.
2. this person requires to have at least 20 contributions paid or credited in the three consecutive quarters ending with the quarter, but one contribution before that in which unemployment began.
3. have at least seven contributions paid or credited in the relevant quarter (one quarter preceding the contribution quarter in which the unemployment commenced).

The applicant has to submit the claim to the NIS within the first two weeks of becoming unemployed. The beneficiary can lose a proportion of the benefit if he/she does not meet this requirement. Moreover, the employers have to complete a certificate that indicates the termination of services (Termination of Services/ Lay Off Certificate). The NIS and the insured person have to keep a copy of this document. The applicant can submit the claim without this certificate.

The benefit amount is 60 per cent of the person's average insurable weekly earnings divided by six. According to NIS, the average insurable weekly earnings are "the sum of the insurable earnings on which contributions, (paid or credited) were based over the continuous period of the quarter but one before the contribution quarter in which unemployment began or is deemed to have begun, divided by 13". (NIS official website).

The NIS establishes that "two or more periods of unemployment which are not separated by more than thirteen (13) weeks are treated as one continuous period of unemployment starting on the first day of the first period of unemployment". The benefit payment during the whole period is the rate of the first unemployment period.

The payment of this benefit includes each unemployed day except for Sundays. The payment lasts up to 26 weeks of a continuous unemployment period, or an aggregate of 26 weeks in the 52 weeks immediately preceding the commencement of the current week of unemployment. Once a beneficiary completes this period, he/she is entitled to a new unemployment benefit until the expiration of 52 contribution weeks from the last week of the previous benefit payment.

The beneficiary has to renew the registration for the benefit every three weeks. Before COVID-19, the process for unemployment benefit renewal was a stamp of the Claimant Card for Unemployment Benefit (yellow card). But due to COVID-19, the applicants have to complete and submit the Declaration and Re-employment online form. If the beneficiary does not meet this requirement, he/she can lose a proportion of the benefit. The beneficiary can also submit this form at the E. Humphrey Walcott Building drop-off box. The applicant can receive a fine of BBD1,000 for false information provided to obtain the unemployment benefit.

²⁵ According to the NIS "average insurable weekly earnings mean the sum of the insurable earnings on which contributions were based over the contribution quarter but one before the contribution quarter in which the first day of the continuous period of incapacity for work commenced divided by the number of weeks in that quarter"

The first three days of unemployment are “waiting days” These days are payable if the unemployment condition lasts two or more weeks. The payment does not apply to any period spent out of the island. Furthermore, the payment does not include any period longer than two weeks from the initial registration date.

The NIS also provides a benefit called Short Week (Short time). To receive this benefit, a person requires to have a short-time/part-time job. The Short Time benefit is a payment equal to 60 per cent of the earnings for the days of the week that the person is not employed. For instance, if a person has a weekly job for three days, NIS will pay 60 per cent of the wages that the person would have earned for the two days that they are not employed. To receive the benefit, the person should have a weekly wage of less than 50 per cent of the average weekly earnings in the relevant quarter.

The total unemployment claims received have been increasing in recent years. From 2018 to 2020, the claims of this Benefit increased 327.4 per cent, reaching an amount of 52,282. As expected, the amount paid for this benefit also increased. While in 2018, the National Insurance Office registered BBD38.1 million of expenditure on this benefit. By 2020 the amount was BBD155.5 million (308.1 per cent growth rate).

► **Table 14. Selected indicator on unemployment benefit, 2018-2020**

Year	Unemployment claims received	Unemployment benefits paid (BBD millions)
2018	12,233	38.1
2019	11,369	49.3
2020	52,282	155.5

Source: Authors' elaboration with NIS data

Employment Injury Benefits

The Employment Injury Benefits includes five different benefits. These benefits are the Injury Benefit, the Disablement Benefit and Grant, Medical Expenses Payment, the Funeral Grant, and the Death Benefit.

To qualify for an Injury Benefit, the person must be incapable of work due to an accident that occurred in the course of insured employment, or this person has to be incapable of work as a result of a prescribed disease. The payment for this benefit has a daily rate of 90 per cent of the applicant's average insurable weekly earnings divided by six. The average insurable weekly earnings are the earnings of base contributions over the relevant quarter. This quarter could be the one immediately preceding the contribution quarter in which the accident occurred for those with seven or more contribution weeks with the employer. The relevant quarter may be a later quarter based on the length of service with the employer in question.

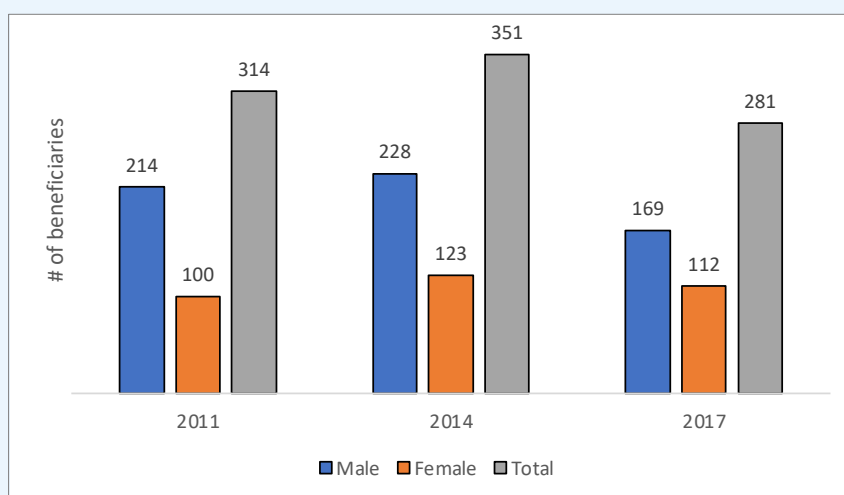
The Injury Benefit has a maximum length of 52 weeks immediately after the accident or prescribed disease. The payment of this benefit does not include the first three days. This benefit can be payable from the first day of incapacity under two conditions. First, the payment of these days is applied when the incapacity occurs within eight weeks of the end of an earlier period of incapacity. In addition, the beneficiary had to receive sickness or an injury benefit at the earlier incapacity period. Second, the payment includes the first three days when the incapacity for work lasts for two or more weeks.

The Disablement Benefit and Grant cover those suffering from a loss of physical or mental faculty due to an employment accident or a prescribed disease within the course of employment and is available after the three days of the accident. This benefit applies to someone unemployed due to an employment injury or a prescribed disease, after 52 weeks from the date of the relevant accident or after he/she has ceased to receive injury benefit, whichever event occurs first.

The Death Benefit is a payment granted to dependents of a person who dies from an employment accident or a prescribed disease. The benefit equals the weekly amount of a disablement pension which would have been payable to the deceased person had he been alive and 100 per cent disabled.

Figure 31 shows the total disablement and death beneficiaries during 2011, 2014, and 2017. This total decreased from 351 in 2014 to 281 in 2017. Contrary to other NIS benefits, the majority of disabled and death beneficiaries are males. By 2017, 60.1 per cent of disabled and death beneficiaries were males.

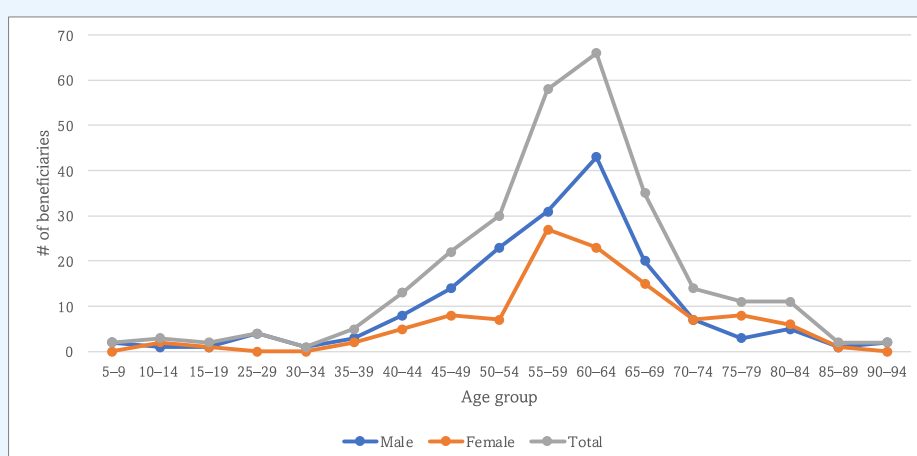
► **Figure 31. Disablement and death beneficiaries by sex, 2011, 2014 and 2017**



Source: Authors' elaboration with NIS data

Figure 32 depicts the age group distribution of the disabled and death beneficiaries. A relevant fact to highlight is that three out of four beneficiaries are 45-69 years old. The age group with the highest proportion of beneficiaries is 60-64. Male beneficiaries outnumber female beneficiaries in all age groups except for 10-14, 75-79, and 80-84 age ranges.

► **Figure 32. Disablement and Death beneficiaries by age group and sex, 2017**



Source: Authors' elaboration with NIS data

A medical assessment determines the applicant's disablement degree. This assessment could be final or provisional, which depends on the applicant's condition. Potential beneficiaries require a disablement level of one per cent or more. Those with less than 30 per cent receive a lump sum disablement grant. In the case of a 30 per cent or more disablement degree, the applicants receive a weekly disablement pension. This pension lasts while the disablement remains.

The benefit level depends on the percentage loss of faculty suffered, on the weekly amount of benefit payable or would have been payable as injury benefit, and on the length of time that the disablement is assessed to last. To define the level, the NIS has prescribed degrees of disablement. The payment of this Benefit can be equal to an assessment of 100 per cent of disablement in two scenarios. First, when a beneficiary enters a hospital for treatment of the injury or disease. Second, when the beneficiary becomes incapable of working five years after the incident as it relates to the original injury.

In addition to the Benefit, when a beneficiary has a disablement degree of 100 per cent and requires the constant help of another person, the NIS provides a Constant Attendance Allowance. The payment of this allowance is equal to half of the disablement pension amount.

The benefit of Medical Expenses is a refund of treatment expenses for an employment injury or prescribed disease. There are three eligible expenses groups. The first group includes medical, surgical, dental, and hospital treatment, skilled nursing services, and the supply of medicines. Second, a group covers supply, fitting, maintenance, repair, and renewal of artificial limbs, dentures, spectacles, and other apparatus and appliances. The last group includes the cost of traveling to obtain any of the above.

The Medical Expenses payment has three conditions. First, the expenses must be reasonable and reasonably incurred. Second, the expenses must reflect a treatment that has the maximum effectiveness at a minimum reasonable cost. Third, the fees or charges constituting the medical expenses must be equal or less than those properly and reasonably paid for by the beneficiary.

The Funeral Grant covers personal injury deaths caused by employment accidents or prescribed diseases. The benefit is BBD2,185 and is payable to the person who has met or is liable to meet the funeral cost of the deceased. The NIS also pays the medical expenses incurred to the medical practitioner or institution from whom or at which the person obtained treatment, in cases considered desirable for the NIS.

The beneficiaries that are eligible for the benefit have the following priority:

1. Where the deceased had a spouse who was wholly or mainly maintained. The spouse can be a legal or a common-law spouse. This person receives the benefit for life and equals the 50 per cent of the Death Benefit. Besides that, the payment ends if the spouse marries or remarries another person. In this case, the beneficiary can receive a gratuity equal to one year's pension.
2. All unmarried children (inclusive of adopted or step-children) of the deceased with whom the deceased lived or was wholly or mainly maintaining. Children receive a sixth part (1/6) of the Death Benefit amount or a third part (1/3) if they are orphans or invalid. The benefit lasts until children turn sixteen, or until the age of 25 if in full-time education in an approved educational institution. For invalid children, this benefit may continue beyond the age of 16 until the invalidity lasts.
3. Any other person, including a spouse or children not qualifying under the previous two priorities adjudged by the Director, has been wholly or partially dependent upon the deceased earnings. In this case, the person receives the benefit for a maximum of 52 weeks from the death date. Beneficiaries receive one sixth part (1/6) of the Death Benefit or 50 per cent of the available pension in certain circumstances.

Survivor's Benefit: Pension and Grant

This Benefit may be a pension or a grant. The Benefit design targets the surviving spouse and children of a deceased insured person who qualifies for a Survivors' Benefit receiving or qualified to receive Invalidity or Old-Age Contributory Benefit. If the deceased had qualified for a grant, the survivors' benefit would be a lump sum payment. If the deceased had qualified for a pension, the survivors' benefit would be in pension form.

Eligible children can be biological, adopted, or step-children who lived with the parent or received maintenance by the parent. Children receive the benefit until their 16th birthday. The payment can last until their 25th birthday if the child is in full-time education at an approved educational institute. In the case of invalid children, the pension remains as long as the invalidity lasts. These beneficiaries receive one-sixth (1/6) of the amount that the parent would receive. In the case of orphan or invalid children, the amount equals one-third of the pension amount.

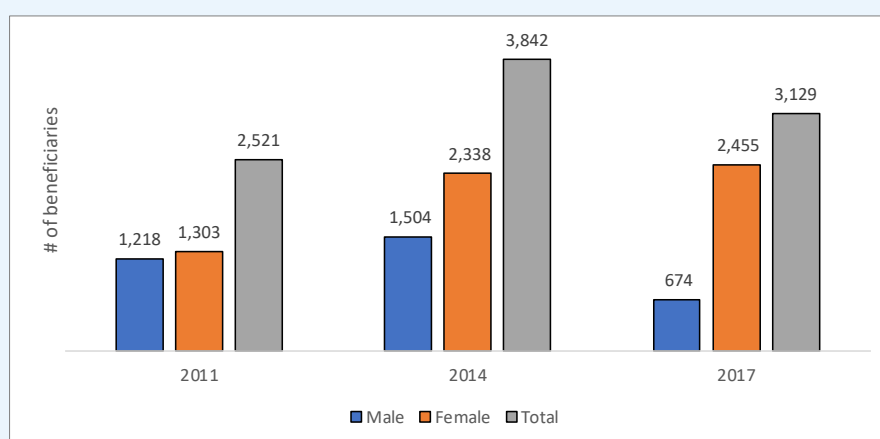
The beneficiary can be a common-law spouse in the absence of a legal spouse. The spouse is eligible for a survivor pension for life under two dependent conditions. First, the spouse has to be 45 years or older. Second, the spouse has to be married to the deceased insured person for not less than three years. This pension lasts until the beneficiary becomes entitled to another pension in his/her own right at a higher rate. These beneficiaries are entitled to a pension equal to one-third of

the maximum pension available related to the survivor's pension. The pension amount is 50 per cent of the pension (invalidity or old-age contributory) that the deceased would have received when the spouse is 50 years or older and was married for at least three years.

The pension lasts one year if the marriage incorporated a period where the insured person had been granted the pension, an invalidity or old-age contributory pension, three years or more prior to dying. In the case of an invalid spouse aged below 50 married for not less than three years to the deceased insured person, the pension lasts for the period of invalidity. In any other case, the spouses receive the payment for one year. The pension is no longer valid in case of beneficiary deaths, remarriage, or cohabitation.

The number of survivors' pensioners decreased 18.6 per cent from 2014 to 2017, depicted in the following Figure 33. By 2017 the National Insurance Office registered 3,129 survivors' beneficiaries. By 2017, almost eight out of ten beneficiaries were females. Nevertheless, by 2014 this proportion was around five out of ten.

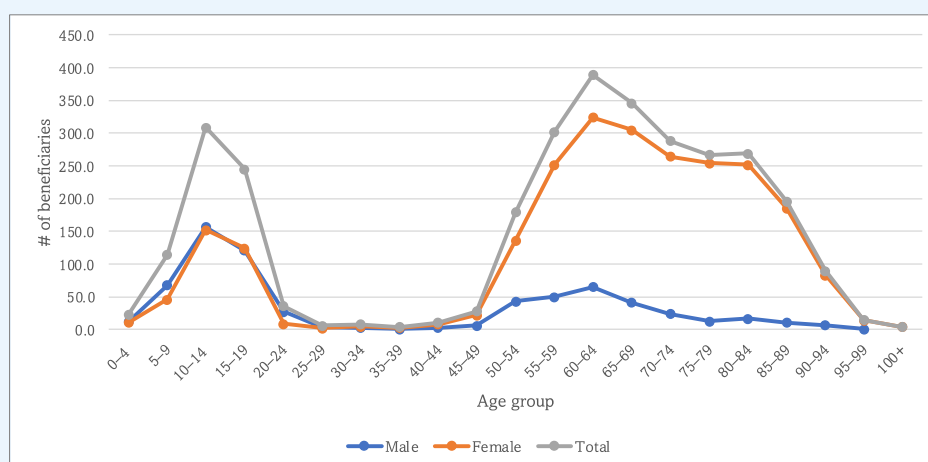
► **Figure 33. Survivors' pensioners by sex, 2011, 2014 and 2017**



Source: Authors' elaboration with NIS data

Most survivors' pensioners are in two age ranges (see Figure 34). By 2017, a proportion of 21.3 per cent is in the range of 5 to 19 years old. Besides that, from the 50 to 89 years old, there are 71.5 per cent of total beneficiaries in the same year. Women concentrate more beneficiaries by age group than men, except for 0 to 14 and 20 to 29 years old.

► **Figure 34. Survivors pensioners by age group and sex, 2017**



Source: Authors' elaboration with NIS data

Old-age Contributory Pension

In Barbados, a person insured by NIS can retire anywhere from 60 to 70 years old. Table 13 shows the NIS pensionable ages according to dates. Currently, the pensionable age is 67 years. Those who retire early have a penalty of 0.5 per cent in their pension amount for each month of earlier retirement. Conversely, a late retirement (from 67 to 70 years old) increases the pension of the insured persons by 0.5 per cent for each month of late retirement. There are two additional conditions to qualify for an Old-age Contributory Pension. First, to have at least 150 contributions paid. Second, to have at least a total of 500 contributions paid or credited.

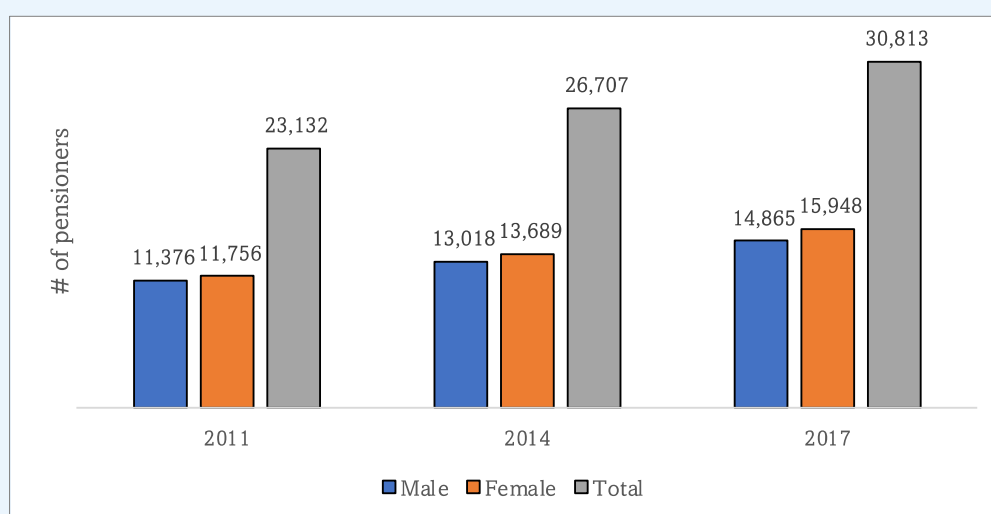
There are two ways to compute the amount of this pension. The old basis calculation is an annual rate of 40 per cent of the insured average insurable earnings. The pension also includes one per cent of the total insurable earnings of base contributions after the first 500 contributions. The pension cannot exceed 60 per cent of average annual insurable earnings (at pensionable age). Currently, the minimum pension is BBD243.00 per week. The average annual insurable earnings are the sum of the insurable earnings of base contributions of the best five contribution years of the insured person's contribution life, divided by five. If the contributory years are less than fifteen, the calculation includes the total number of contribution years. This basis applies to persons aged 56 or over on 31st December 2002.

In the new basis calculation, the pension is calculated by finding two per cent of the average annual earnings for the first 1000 contributions and then finding one and a quarter per cent of the remaining years. The new basis includes persons under 47 years old on 31st December 2002. Persons aged 47 and over but less than 56 years on 31st December 2002, use 50 per cent of the new basis and 50 per cent of the old basis.

There is a supplemental pension, which "is computed by totalling the weekly insurable earnings represented by the contributions in excess of the first 500 and finding one per cent of the amount" (NIS official webpage). The maximum pension is the basic pension plus supplemental pension. The pension should not exceed 60 per cent of the average annual insurable earnings. All other pensions use 50 per cent new and 50 per cent of the old basis. Persons born on or before 31st December 1946 will stay on the old basis. Those born on 1st January 1956 or later go to the new basis. All those falling in between those two periods will go on a 50/50 basis.

The total beneficiaries of the Old-Age Contributory Pension increased in recent years (Figure 35). From 2011 to 2017, the growth rate of this amount was 33.2 per cent (7,681 pensioners). There is a minor difference in the amount of female and male beneficiaries. By 2017, there were 1,083 more female beneficiaries than males, 51.8 per cent of female and 48.2 per cent of male beneficiaries.

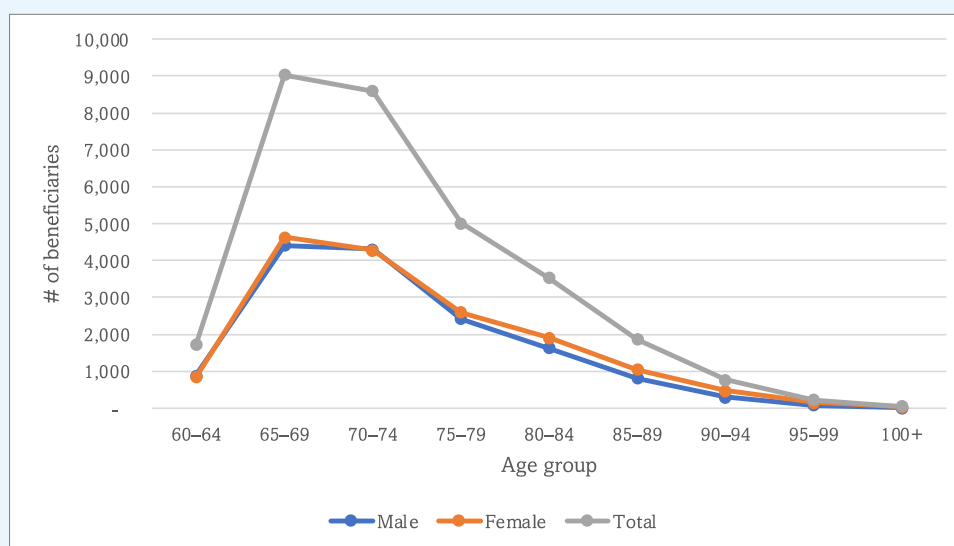
► **Figure 35. Old-age contributory pensioners by sex, 2011, 2014 and 2017**



Source: Authors' elaboration with NIS data

Figure 36 depicts the distribution of the old-age pensioners by age group and sex. Nearly six out of ten beneficiaries are between 65 and 74 years old, and three out of ten are between 75 and 84 years old. There are more women than men in most of the age ranges, excepts for 60-64 and 70-74 respectively.

► **Figure 36. Old-age contributory pensioners by age group and sex, 2017**



Source: Authors' elaboration with NIS data

Old-age Contributory Grant

There are two conditions to qualify for an Old-age Contributory Grant. The first condition is to attain a pensionable age (see Table 13). The second requirement is to have at least 50 contributions paid or credited. The benefit is a lump sum of six weeks' average insurable weekly earnings for every 50 contributions done by the applicant. The average insurable weekly earnings are the sum of the insurable earnings of base contributions, divided by the number of contribution weeks.

In addition to the programmes presented, the National Insurance Office approves refunds of contributions to employees and employers. A refund is a payment to reimburse an employee or employer, or in some cases both parties, for overpaid contributions. There are six types of refund of contributions:

1. The overlapping refund happens when "an employee is paid sickness, maternity or employment injury benefits for a National Insurance week, which runs from Monday to Saturday and the employer has submitted the contributions on their behalf. The refund is payable to both the employee and the employer".
2. Over Pensionable Age occurs "when a person reaches pensionable age and their contributions are submitted at the incorrect rate". Both the employer and the employee can receive a refund.
3. The Excess refund is "when an employee works for more than one employer and has paid contributions on earnings that exceed the maximum earnings ceiling, which is subject to change". Only the employee can receive this refund type.
4. The Temporary-Permanent (T-P) registered when "a temporary (T) Government employee has been appointed as a permanent (P) employee, but the employer reports their contributions at the incorrect rate of T".
5. The Overdrawn refund occurs "when the employer overpays the employee. As a result, the employer pays too many contributions". Lastly, the Employer Error occurs when the employers report incorrect earnings and pay wrong contributions on behalf of their employees.

NIS Financing and Expenses

The National Insurance Board has three funds to finance the benefits provided, National Insurance Fund, the Unemployment Fund, and the Severance Payment Fund. Table 15 shows each of these funds and the respective benefits financed by each.

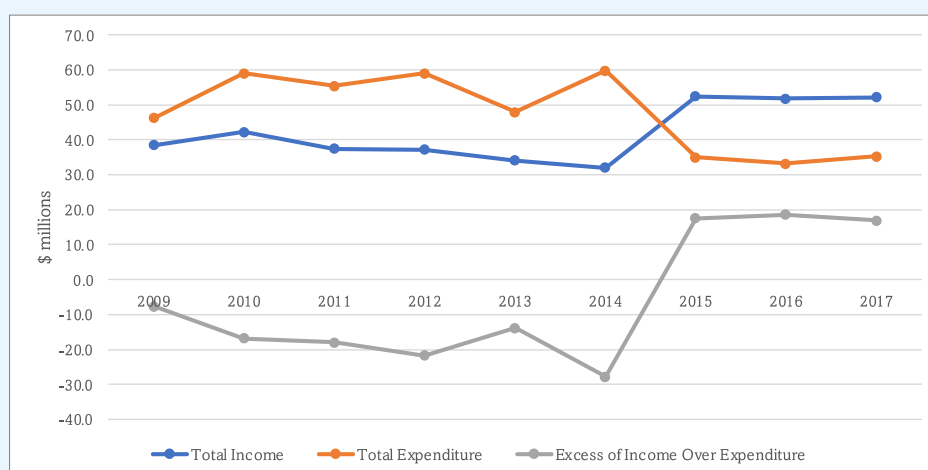
► **Table 15. NIS Funds and benefits financed**

Fund	Benefits financed
National Insurance Fund	<ul style="list-style-type: none"> Long-term benefits: Old-age, Invalidity and Survivors' Benefits, the short term. Short-term benefits: Sickness & Maternity Benefits, Maternity & Funeral Grants. Employment Injury Benefits: Injury Benefit, Disablement Benefit, Medical Expenses, Death Benefit and Funeral Grant. Non-Contributory pensions: Old-Age.
Unemployment Fund	<ul style="list-style-type: none"> Unemployment Benefit.
Severance Payment Fund	<ul style="list-style-type: none"> Employer Payments. Rebates.

Source: NIS official webpage

The National Insurance Fund registered BBD9,262.2 million in investments in 2017. In the case of the Unemployment Fund, the investment income decreased during the period 2009-2017. In this period, the fund registered 95.5 per cent investment income (BBD6.7 million to BBD0.3 millions). This type of income represented 0.6 per cent of the total in 2017. On the other hand, the contribution income of the fund increased 62.9 per cent from BBD31.8 million to BBD51.8 million in the same period. At the end of the period, this income represented 99.4 per cent of the total. On the side of expenditures, by 2017, 93.2 per cent was benefit expenditure (BBD52.1 millions). This percentage was 95.2 per cent in 2009. The administrative expenditure represented 6.8 per cent of the total (BBD2.4 millions) by 2017. This proportion increased by 2.1 percentage points in the period 2009-2017.

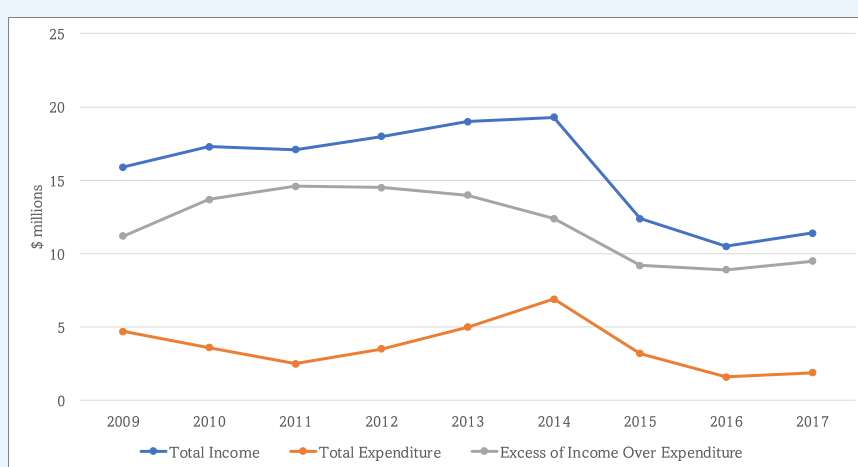
► **Figure 37. Income, expenditure and excess of income over expenditure of the Unemployment Fund, 2009-2017 (\$ millions)**



Source: Authors' elaboration with NIS data

The Severance Fund registered BBD364.6 million in investments in 2017. The contribution income has been decreasing. By 2009 this income represented 61.0 per cent (BBD9.7 millions) of the total, and by 2017 it fell to 5.3 per cent (BBD0.6 millions). Conversely, the investment income increased from 39.0 per cent (BBD6.2 millions) to 94.7 per cent (BBD10.8 millions). Additionally, the net benefits increase its participation in the total fund expenditure from 51.1 per cent in 2009 to 63.2 per cent in 2017. However, their absolute value decreases from BBD2.4 million to BBD1.2 million during this period. Administrative expenditures represent a high proportion of the total expenditure, but this has increased. In 2009 the administrative expenditure represented 48.9 per cent (BBD2.3 millions) of total expenditure. This proportion changed to 36.8 per cent (BBD0.7 millions) in 2017.

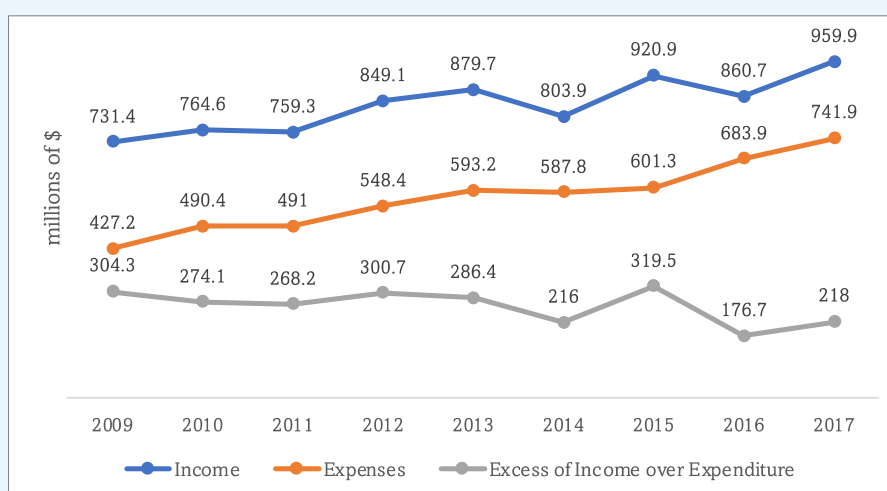
► **Figure 38. Income, expenditure and excess of income over expenditure of the Severance Fund, 2009-2017 (BBD millions)**



Source: Authors' elaboration with NIS data

The total income registered in the NIS by 2017 was BBD959.9 million (see Figure 39). The NIS income had a positive trend in the period 2009-2017. From 2009 to 2017, the NIS income increased 31.2 per cent. Also, the total expenditure increased from BBD427.2 million to BBD741.9 million (73.7 per cent increase). The total income exceeded the expenditure in the whole period. Additionally, this difference decreased during the period by 28.4 per cent.

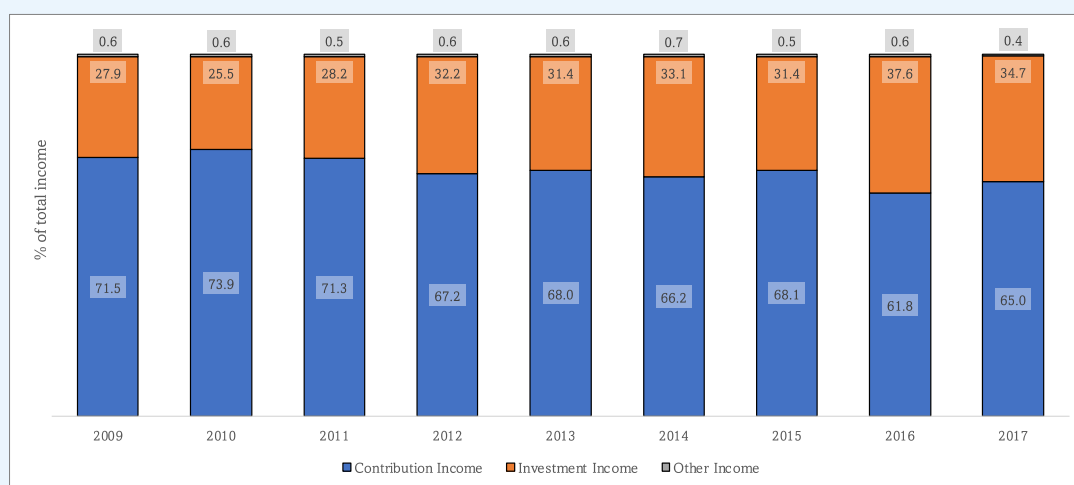
► **Figure 39. NIS Income, expenses and excess of income over expenditure, 2009-2017 (BBD millions)**



Source: Authors' elaboration with NIS data

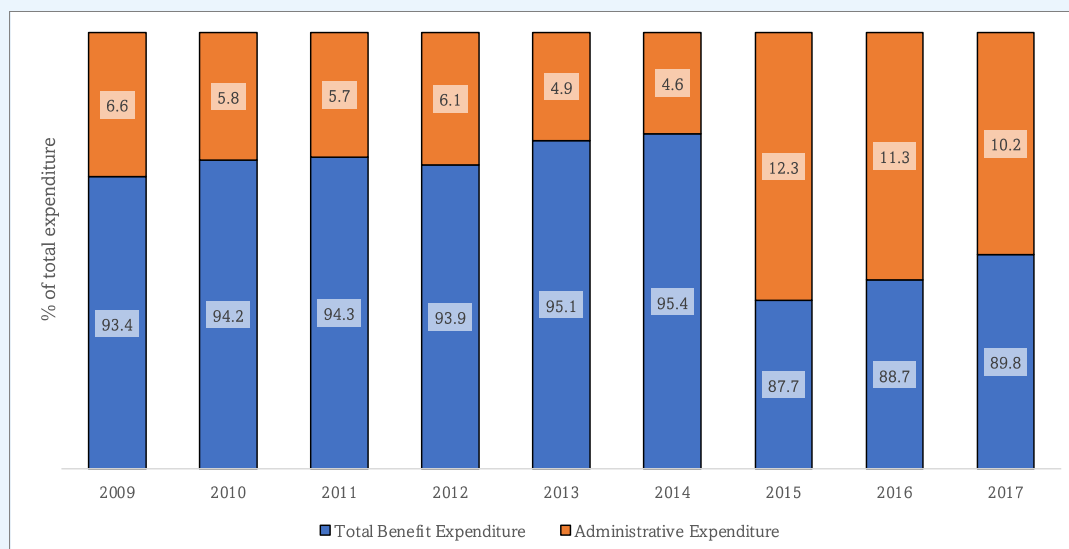
Figure 40 shows the income distribution, by type, for the period 2009-2017. The contribution income has the highest proportion of the total income during the whole period. In addition, this proportion decreased by 9.7 percentage points from 2009 to 2017. This income category represented 65.0 per cent of total income by 2017 and reached BBD623.7 million. On the other hand, the investment income increased from BBD204 million to BBD332.8 million and 6.8 percentage points in the percentage of the total.

► **Figure 40. Percentage distribution of total income by type of income, 2009-2017**



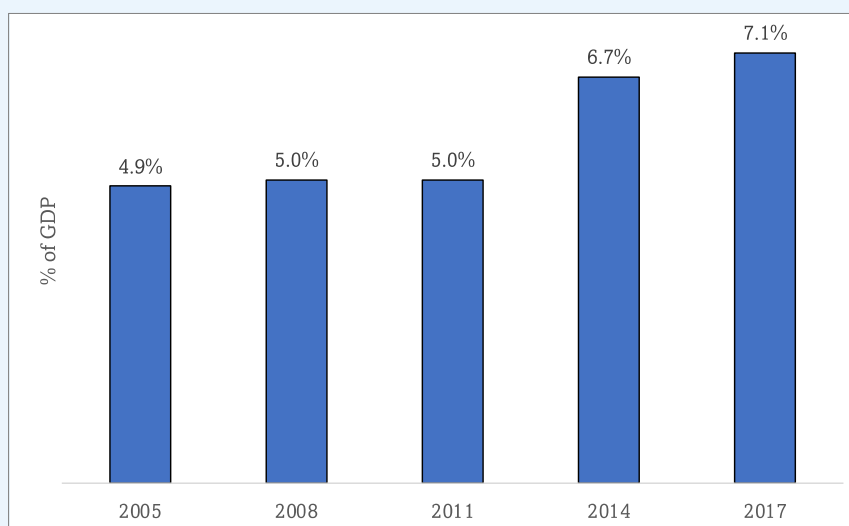
Source: Authors' elaboration with NIS data

Figure 41 shows the distribution of total expenditure by category for 2009-2017. The benefit expenditure increased 67.0 per cent from 2009 to 2017 (from BBD399 million to BBD666.5 million) and its participation in the total expenditure decreased by 3.6 percentage points during this period. On the other hand, the administrative expenditure increased its participation in the total expenditure. This category increased from BBD28.2 million to BBD75.4 million in the period analysed.

► **Figure 41. Percentage distribution of total expenditure by type of expenditure, 2009-2017**

Source: Authors' elaboration with NIS data

The benefit expenditure also increases as a percentage of GDP (see Figure 42). By 2017, this proportion represented 7.1 per cent of GDP (the highest ratio in 2005-2017). At the beginning of this period, the benefit expenditure represented 4.9 per cent of GDP.

► **Figure 42. Benefit expenditure as a percentage of GDP, 2005, 2008, 2011, 2014 and 2017**

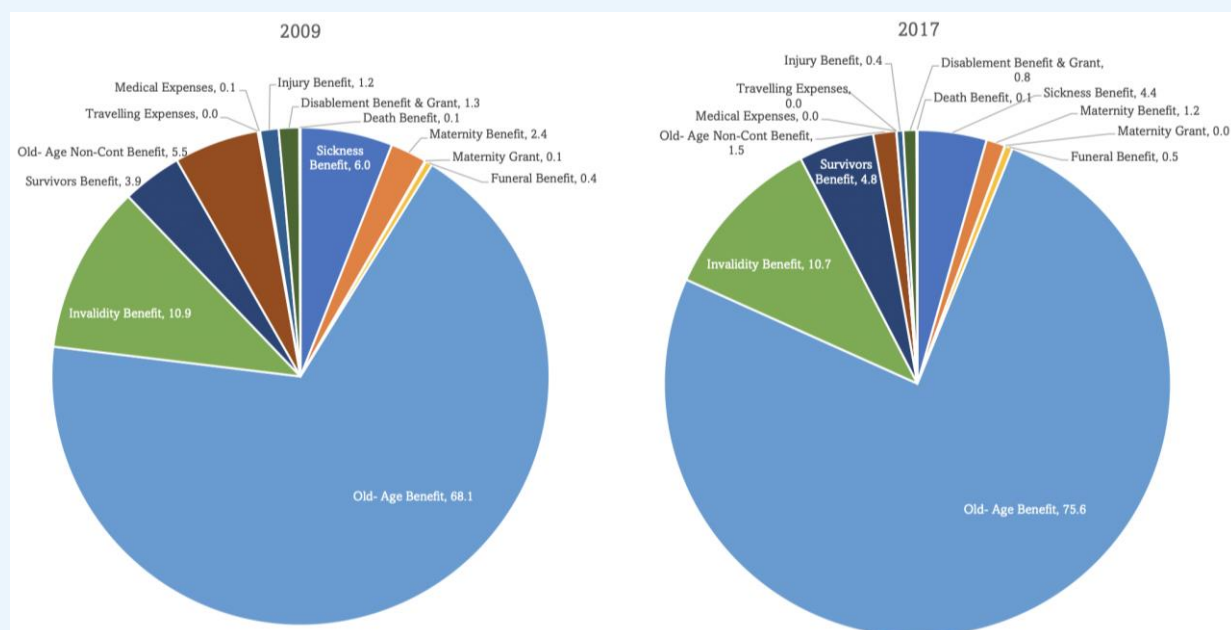
Source: Authors' elaboration with NIS data

Figure 43 depicts the distribution of the benefit expenditure by type of benefit in 2009 and 2017. Additionally, Table 16 shows the expenditure by benefit. In 2009 and 2017, the Old-Age Benefit had the highest expenditure proportion. By 2017 this proportion increased to 75.6 per cent and reached BBD503.9 million. Additionally, the Invalidity Benefit expenditure represented the second-highest proportion (10 per cent of total expenditure) in both periods. The amount spent on this Benefit was BBD71 million in 2017.

The expenditure in this Benefit decreased from 5.5 per cent of total income in 2009 to 1.5 per cent by 2017 (BBD12.2 fewer millions). This decrease aligns with the total reduction of beneficiaries in the period. Sickness Benefit represented 4.4 per

cent by 2017 (1.6 percentage points less than 2013). Nevertheless, the expenditure on this Benefit increased in absolute terms, from BBD23.9 million to BBD29.4 million. Another benefit that reduced its participation in the total expenditure was the Maternity Benefit (1.2 percentage points and BBD1.4 million less in 2017 than 2009). On the other hand, the Survivors Benefit expenditure increased 0.9 percentage points and BBD16.6 million in both periods. The rest of the benefits represented less than one per cent of the total in 2017.

► **Figure 43. Percentage distribution of benefit expenditure by type of benefit, 2013 and 2017**



Source: Authors' elaboration with NIS data

► **Table 16. NIS benefit expenditure by type of benefit, 2009-2017 (BBD millions)**

Benefit	2009	2010	2011	2012	2013	2014	2015	2016	2017
Sickness Benefit	23.9	25.3	26.2	28.1	26.3	28.7	12.8	24.1	29.4
Maternity Benefit	9.4	10.1	9.8	9.4	8.5	8.7	7.5	7.3	8
Maternity Grant	0.3	0.2	0.3	0.3	0.3	0.3	0.1	0.2	0.2
Funeral Benefit	1.7	2.5	2.8	2.9	3.2	3.5	2.7	3.4	3.2
Old- Age Benefit	271.6	309.8	319	368.4	404.6	403.2	405.7	457.8	503.9
Invalidity Benefit	43.6	49.7	49.7	56.4	63.8	66.5	55.9	66	71
Survivors Benefit	15.5	21	20.2	21.6	24.7	24.2	23.4	27.2	32.1
Old- Age Non-Cont. Benefit	22	22.7	19.4	13.4	17.5	13.2	8.8	10.4	9.8
Travelling Expenses	0.1	0.1	0.1	0.1	0.1	0	0	0	0.1
Medical Expenses	0.5	0.7	0.6	0.5	0.4	0.4	0.1	0.3	
Injury Benefit	4.8	6.3	6.2	5.6	4.7	4.7	6.8	3.8	2.8
Disablement Benefit & Grant	5.3	13.2	8.4	8.1	9.5	6.7	3.4	5.5	5.6
Death Benefit	0.3	0.2	0.3	0.4	0.4	0.4	0.4	0.4	0.4

Source: NIS

Labour market programmes

This section describes the key labour market schemes currently implemented in Barbados, as per availability of information.

Severance

The National Insurance Office is responsible for the management of the Severance Benefit. The Severance Payment Act (CAP 355A) covers the legal framework of this Benefit. Severance claims apply up to one year from the date of termination. The payment of the Severance Benefit is the responsibility of the employer. The eligibility conditions for Severance includes 1) be working for at least 104 continuous weeks with the same employer; 2) being contracted to work for no less than 21 hours a week; 3) being over age 16 and under pensionable age at the time of termination; and 4) be terminated for redundancy, laid-off, kept on short-time or because of a natural disaster.

The redundancy, takes place under one of the following conditions 1) the employer has ceased or intends to cease to carry on the business; 2) the employer has ceased or intends to cease to carry on the business in the place at which the employee was contracted to work; 3) the requirements of the business for the employee to carry out work of a particular kind has ceased or diminished or are expected to cease or diminish; and 4) the requirements of the business for the employee to carry out work of a particular kind, in the place at which he was contracted to work, have ceased or diminished or are expected to cease or diminish.

According to the NIS, the lay-off is a temporary stoppage to work, when things are slow. The short-time occurs when an employee receives less than half of his normal pay. A dismissal happens when work of the type for which the employee was contracted to do ceases to exist permanently.

The benefit calculation is in the First Schedule (Section 3), Paragraphs 2 and 3 of the Severance Payment Act. These paragraphs mention that “the amount of the severance payment shall be calculated by referencing specified outlined starting and ending 104-week period and reckoning backward the number of complete years of employment falling within that period and allowing, for each complete year of employment, is calculated by counting backward 104 weeks from the date of termination”. The payment is for 2.5 weeks’ basic pay for each such year up to 10 years; 3 weeks basic pay for each such year by which the employment exceeds 10 years but does not exceed 20 years; and 3.5 weeks’ basic pay for each such year by which the employment exceeds 20 years but does not exceed 33 years. The Basic Average Pay is the total earnings within the last 104 weeks of employment divided by 104.

The employer can claim a 25 per cent rebate of the severance payment from the NIS Severance Fund. This claim is valid within the six months after the severance payment, through the ‘Claim for Rebate from the Severance Fund’ form. The employer has to submit the following documents 1) Legible copies of cancelled cheques; 2) Certified copies of official transaction records, if the severance payments were made directly to the employee’s bank account; 3) Copies of the official banker’s cheque transaction records, in the case that the severance payments were issued via banker’s draft.

The Severance Rebates approved has decreased in the last years (see Table 17). By 2020, this amount was BBD3.0 million (BBD4.1 million less than 2018). The Severance Employer payments approved were BBD18.3 million in 2020 (BBD2.9 million less than 2019).

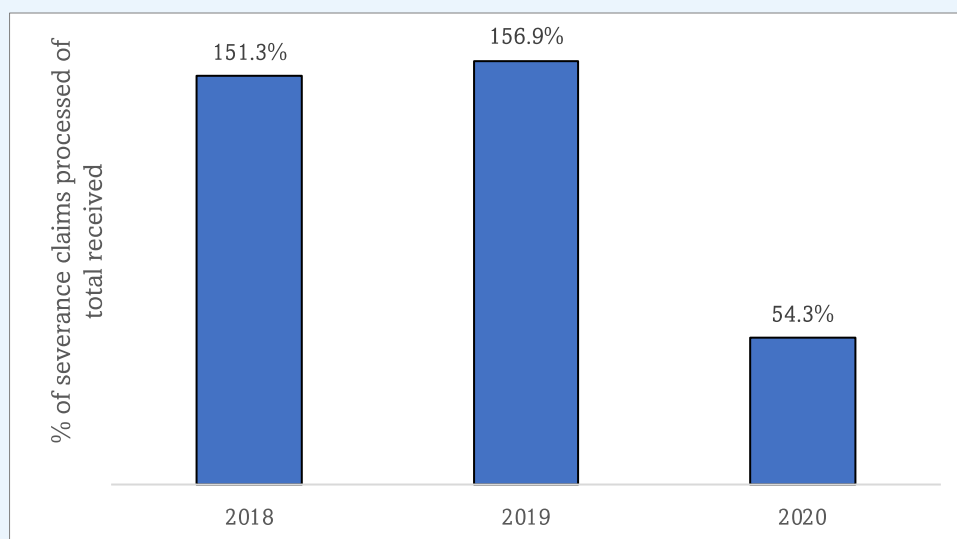
► **Table 17. Selected indicators on Severance, 2018-2020**

Year	Severance Rebates approved (BBD millions)	Severance Employer payments approved (BBD millions)
2018	7.1	4.6
2019	6.5	21.2
2020	3.0	18.3

Source: NIS

The Severance claims have increased over time. The National Insurance Office received 2,964 claims in 2020, 96.9 per cent more than the total received in 2019 and 184.9 per cent more than 2018. Figure 44 shows the percentage of total claims received that were processed. By 2018 and 2019, the National Insurance Office reported a higher number of claims processed than the amount received. However, by 2020 just 54.3 per cent of claims received were processed.

► **Figure 44. Severance claims processed as a percentage of total claims received, 2018-2020**



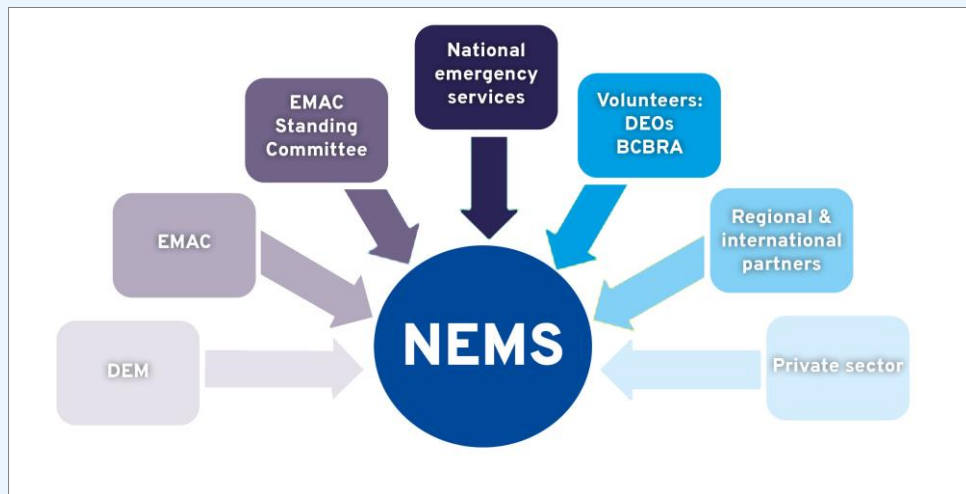
Source: Authors' elaboration with NIS data

Disaster Risk Management stakeholders and programmes

The DEM is responsible for coordinating a multi-sector response to any emergency or disaster. The DEM subscribes and practises the concept of Comprehensive Disaster Management (CDM), an all-inclusive policy for involving all of civil society in an all-hazard approach at all stages of the disaster management continuum. In this regard, various agencies comprising Government Departments, non-governmental organizations and private sector organizations have been identified and given primary and/or supportive responsibilities for the performance of specific functions.

Barbados' multi-dimensional National Emergency Management System (NEMS) provides a mechanism to manage comprehensive disaster management at all levels in the country (Figure 45). This broad-based multi-sector stakeholder mechanism that is coordinated by DEM allows several entities, including the social protection mechanisms, to work collaboratively in the response to disasters and participate in the country's overall resilience-building initiatives.

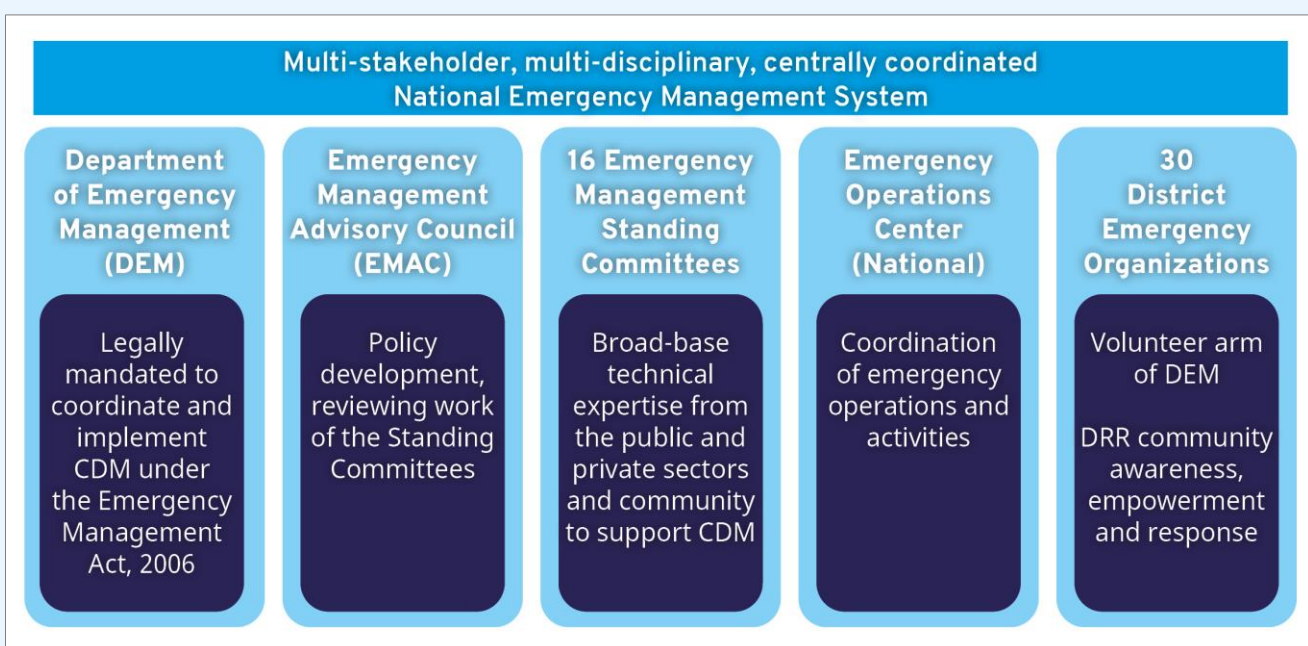
► **Figure 45: The components of the National Emergency Management System**



NEMS is a broad-based multisector, multi-stakeholder mechanism coordinated by the Department of Emergency Management (DEM).

It comprises the Emergency Management Advisory Council (EMAC), national emergency services, the District Emergency Organisations (DEOs), Non-Governmental Organisations (NGOs) and Community-Based Organisations (CBOs), regional and international partners and the private sector. Sixteen committees fall under the EMAC to plan the different emergency response functions, including assessments, information, health and first aid, shelter, food and relief management, telecommunications and tourism emergency management.

► **Figure 46: National Emergency Management System**



The National Emergency Operations Centre (NEOC) is the centralized location from which the mobilization and coordination of responses and resources are carried out in the event of a major incident, emergency or disaster. The NEOC is managed by DEM and staffed by Emergency Management Teams providing a twenty-four hour, seven days a week operation in the event of any major disaster. The Teams are managing and disseminating information to the relevant agencies and populations and coordinating the assessments and the relief activities.

The District Emergency Organizations (DEO) are the voluntary and local arms of the NEMS. They act as first responders in the event of an emergency that is caused by natural, man-made or climate-related hazards. Through their volunteers, they assist in organizing the needs assessments and coordinating the disaster response at the community level in each constituency. They work with their communities on prevention and preparedness. Training and capacity development support is provided by DEM to assist in designing the emergency response mechanism that will be used during an emergency or disaster. This community focussed, DEO-led mechanism feeds into the central system (NEOC). As the DEOs are aligned to the political constituencies and are not autonomous, the efficiency, effectiveness and timeliness of their response can sometimes be affected by political interference and bureaucracy bottlenecks. The DEOs engage various groups within the community, including churches, service clubs, neighbourhood watches and NGOs, and individuals, and work in close collaboration with Government agencies already serving the communities, such as police, fire services and welfare department, to provide support to the vulnerable and those impacted by hazards. DEOs have responded to several hazards over the years including floods, major vehicular accidents, oil spills and landslides. This decentralized institutional arrangement was set up to allow different entities to operate in a coordinated and timely manner thus eliminating gaps, duplication of effort and parallel structures.

The Barbados Statistical Services as chair of the **Damage and Needs Assessment** Standing Committee (DNASC) is responsible for collecting and collating the damage and needs statistics following the impact of a hazard or disaster. Key stakeholders such as the Welfare Department, National Assistance Board, Ministry of Housing, Ministry of Agriculture and DEOs form part of the DNASC. Although needs are collected and usually disaggregated by sex, the data collection methodology is not consistently applied with a standardized methodology that generates a single comprehensive analysis. Additionally, as the triggers for activating the Damage and Assessment Needs Analysis process is primarily linked to larger type events, a revisit of the system is needed to ensure that data from small events are consistently collected.

Barbados' centrally coordinated disaster management architecture, which includes key Government ministries, departments, the private sector, national, regional and international stakeholders, NGOs and the community, forms the national platform for disaster risk reduction through the multi-sectoral Emergency Management Advisory Council and its Standing Committees. **Each Government Ministry, along with its various departments, are required by law to have a Disaster Management Plan** and an officer who functions as the focal point between Ministries/ Departments and the DEM.

The **Government has assigned the provision of disaster relief to different entities** as part of the national response and recovery mechanism: the Ministry of People Empowerment and Elder Affairs (MPEEA), the Ministry of Education, Technological and Vocational Training (METVT), the Ministry of Agriculture and Food Security (MAFS), the Ministry of Home Affairs (MHA), and the Ministry of Housing, Lands, and Rural Development (MHLR) and the Urban Development Commission (UDC) under the Prime Minister's Office. Operationally, the response mechanism is divided into three broad programmes, each geared to a specific purpose (1) the Disaster Social Relief, falling under the primary responsibility of the MPEEA; (2) the Food and General Supplies; and (3) the Housing Repair and Replacement.

The Disaster Social Relief Committee (DRSC) is chaired by the MPEA PS, composed of representatives from the main social assistance agencies, CSOs and NGOs, relevant Ministries, the Red Cross and the Barbados Defence Force (BDF). The DRSC is represented in the EMAC and the NEOC. The MPEA is also contributing to the NEOC's emergency team roster and shifts. Disaster Social Relief includes food and basic supplies, emergency shelter and psychosocial support. It also includes the evacuation of the most vulnerable people e.g., elderly persons living alone, persons with disabilities living alone etc., using the pre-established list of vulnerable people. The Disaster Social Relief Plan is reviewed every year to plan and prepare with an appropriate response.

Disaster Relief Centres are established in the affected zones, unless Social Welfare offices are accessible and have sufficient capacities to receive the people affected by the disaster who are requesting assistance. Requests are recorded and social assessments conducted by Social Welfare Officers. Social workers from the different agencies (NAB, NDU, WD) are mobilized. The set of responses could be adapted depending on the needs and context. For example, shelter could be provided alternatively in schools or other locations depending on the school year. In response to high severity disaster, such as the hurricane Elsa, food vouchers could be accompanied by cooked meals, also provided by the Ministry of Agriculture.

A list of Vulnerable Persons, disaggregated by constituencies and sex is maintained by the DEOs and shared with DEM and the Welfare Department. A similar listing exists within the Welfare Department as well as community-based, faith-based and other non-governmental organizations. However, currently no centrally maintained database exists that can be accessed and/or updated by relevant entities. While noting the absence of a central and comprehensive social registry, the current system is flexible and includes some innate features that allows for it to be scaled up vertically, horizontally or through piggybacking, shadow alignment or refocusing based on the needs of persons affected by natural, man-made and economic shocks. The country's response to the COVID-19 pandemic demonstrates how the existing social protection system can be adapted to better address the needs of localized, seasonal or humanitarian shocks (see page 41 **Promoting adaptive social protection in Barbados section**).

The social assistance providers are fully embedded in the disaster response management system. When a disaster strikes, whatever its magnitude and severity are, all contributing agencies respond in a timely manner. The National Assistance Board is coordinating the transport of the people with limited mobility with the Ministry of Health and Ministry of Transport, mobilizing its shelter park and referring those in needs to the Welfare Department. Statistics from the Welfare Department indicated that over 172,000 claims were received during the period 2009-2020 with assistance being provided to 82 per cent of those claimants. Regardless of size and magnitude of the event, the referrals, assessments, and validation of human and social needs of a person impacted by a hazard or disaster, are done by the Government's Welfare Department. Informants reported that the enrolment criteria are adapted in times of disasters. However, it puts a considerable strain on their routine services and on their teams. And while the response seems coordinated, in the absence of sufficient data and a management and evaluation system, it is not possible to identify the effective coverage of the response and its effectiveness in addressing the needs of the population.

The established DRM mechanism allows each entity to function independently of and jointly with DEM, depending on the nature and magnitude of the impact of the hazard or disaster and the associated response efforts. This flexibility, although useful, can sometimes lead to duplication of efforts, delayed assistance to the affected population and incomplete data collation of impacts for localized events when the Emergency Operations Centre is not fully activated to coordinate the response.

► CODI assessment of selected systems' performance (SP) programmes

This section presents the CODI assessment of the selected SP programmes. The CODI assessment includes ten system's performance criteria. These criteria are:

- **Inclusiveness:** Refers to the system's capacity to protect all members of society along the life cycle with special consideration for the most vulnerable.
- **Adequacy:** Refers to the sufficiency of the system's benefit levels.
- **Appropriateness:** Refers to the system's overall arrangements to respond to national context and needs.
- **Respect for right and dignity:** Refers to social protection entitlements and implementation arrangements being anchored in law.
- **Governance and institutional capacity:** Assess the system's rules, regulations, roles, responsibilities, and related implementation capacities.
- **Financial and fiscal sustainability:** Refers to the system's financial and fiscal sustainability.
- **Coherence and integration:** Refer to the alignment and coherence of the system across its policies, programmes, and administrative structures, as well as coherence with related policy areas.
- **Responsiveness:** Refers to the system's M&E framework and flexibility to adjust / adapt in response to socio-economic crises.
- **Cost-effectiveness:** Refers to cost effectiveness both for those financing and for those benefiting from a programme.
- **Incentive compatibility:** Refers to ensuring that the system's programmes don't generate distortionary effects.

Each of these criteria has several areas rated as follows: 1. Latent; 2. Emerging; 3. Moderate; and 4. Advanced. Table 18 has the details of each of the thematic areas of the CODI assessment. The analysis performed in this report does not include the last two criteria, given that it requires the existence of programme evidence.

The assessment includes 27 programmes, of which 16 are Non-contributory Programmes, 10 are Contributory Programmes, and one is a Labour Market Programme. Besides that, the team just applied the CODI interview to 16 of the total programmes (all Non-Contributory Programmes). To complete the analysis, the team used public information, which implies the exclusion of several criteria. Moreover, the team faced challenges to obtain additional information required to assess some CODI criteria. Annex 4 provides the individual programme rating and specifies acronyms N.D. a non-rated area due to lack of data and with N.A. if the area does not apply.

Table 18 summarizes the rating by criteria and type of programme. The overall picture depicts a SP system rated mainly as Emerging. A programme breakdown shows that all Non-contributory criteria have an Emerging rating. The Contributory programmes have more rating variation. There are two areas with the lowest rates (Responsiveness and Inclusiveness) and one with the highest rate (Governance and Institutional Capacity). The rate of the area Rights and Dignity stands out in the Labour Market programmes.

► **Table 18. Performance levels per assessment criteria**

System performance criteria	Non-contributory	Contributory ²⁶	Labour market	All programmes
Inclusiveness	Emerging (2)	Emerging (2)	Latent (1)	Emerging (2)
Adequacy	Emerging (2)	Moderate (3)	N.D.	Moderate (3)
Respect for rights and dignity	Emerging (2)	Moderate (3)	Advanced (4)	Moderate (3)
Appropriateness	Emerging (2)	Emerging (2)	Emerging (2)	Emerging (2)
Governance and institutional Capacity	Emerging (2)	Advanced (4)	Advanced (4)	Emerging (2)
Financial and fiscal sustainability	Emerging (2)	Moderate (3)	Moderate (3)	Emerging (2)
Coherence and integration	Emerging (2)	N.D.	N.D.	Emerging (2)
Responsiveness	Emerging (2)	Moderate (3)	Emerging (2)	Emerging (2)

Source: Authors

Table 19 shows the average ratings by each criterion and type of programme.

► **Table 19. Average CODI rating (1 to 4) per assessment criteria**

System Performance Criteria	Non-contributory	Contributory	Labour market	All programmes
Inclusiveness	1.9	1.5	1.5	1.9
Adequacy	2.5	2.3	N.D.	2.8
Respect for Rights and Dignity	2.5	3.0	4.0	2.6
Appropriateness	1.7	2.0	2.5	1.8
Governance and Institutional Capacity	2.3	4.0	4.0	2.5
Financial and Fiscal Sustainability	2.1	3.0	3.0	2.4
Coherence and Integration	1.6	N.D.	N.D.	1.6
Responsiveness	1.8	3	2.0	1.9

Source: Authors' elaboration

²⁶ The analysis performed in Contributory programmes include public information, the results can variate with more precise data.

The following elements characterize the SP system in Barbados according to each System Performance Criteria. First, each criteria offers a general overview of the SP system and deepens in elements by type of programme when the information available allowed it.

Emerging inclusiveness: the SP system of Barbados is neither designed, financed nor implemented to provide universal coverage, even in a progressive way. Although there is a considerable number of Non-contributory SP programmes to protect the poor and vulnerable, considerable coverage gaps exist. The design of SP and LM programmes does not have gender-specific features to address the particular needs of women. Information about non-contributory SP programmes is not widely available. Contributory programmes have high levels of coverage for active populations and the elderly. Importantly, Barbados provides protection to the unemployed through the unemployment insurance, which has provided invaluable relief during the COVID-19 pandemic. However, coverage for the self-employed and the informal economy remains a challenge. Overall, there is limited availability of data of non-contributory and labour market programmes to calculate coverage rates with accepted levels of confidence.

- **Non-Contributory Programmes**

Programmes under this category are accessible in terms of costs. All the documents required are cost free. Additionally, there are institutional arrangements to help the special needs population to get enrolment documents. Besides that, there is no public information on programmes that potential clients can access easily from web pages of portals. The Barbados Government Information Service is the only official channel for general information dissemination.

On the other hand, these programmes do not have explicit measures in manuals to ensure gender equality and to avoid discrimination. Lack of data on beneficiaries and target populations impeded the coverage analysis; only the Non-contributory Old-age Pension has information. In this case, the total number of pensioners has decreased. Additionally, the last data available shows a low coverage of the non-covered old-age pension population (less than 20 per cent).

- **Contributory and Labour Market Programmes**

Most programmes have information for clients. This information mainly includes eligibility criteria and benefit descriptions. Additionally, these programmes have a strong legal framework. Additionally, there are no staff criteria about potential legal improvements, which would enrich the analysis. The coverage of all active populations in the country is high for employees (greater than 85 per cent), but it is still low for the self-employed and the informal economy.

Moderate adequacy: The lack of a Social Protection Strategy impedes the assessment of several criteria, particularly with national and programme objectives. The most recent poverty estimations are for 2016²⁷. Available information shows that the majority of non-contributory cash-transfer benefits appear to be low with respect to national poverty estimations. Additionally, most non-contributory programmes have standards for service provision, but this requires updates and enforcement mechanisms. The majority of contributory benefits show alignment with the provisions of ILO Convention No. 102 – Social Security (Minimum Standards).

- **Non-Contributory Programmes**

Most programmes in this category are services or kind-benefits. The majority of cash-benefits levels are low compared to the poverty line²⁸. Additionally, the children population receives 39.3 per cent of the poverty line in the National Assistance programme. This level is considered appropriate. According to Ortiz et al., 2017b; OECD, 2011 quoted in Duran et al (2020) a lower cash-benefits for this population is justified based on differences in the consumption levels of children when compared to adults. Additionally, the severe disability and elderly population receive benefits above the poverty line. Lastly, programmes have delivery standards, but most of them are outdated. Some of the programmes have operation manuals defined 15 years ago and do not register any updates.

- **Contributory and Labour Market Programmes**

The majority of these benefits are line with the ILO Convention No. 102 – Social Security (Minimum Standards).

Moderate respect for rights and dignity: The outcomes in this criteria show different conclusions by programme type. Most non-contributory programmes are not anchored in the law, and those anchored require an update. Moreover, non-contributory SP programmes have weak complaint and appeal mechanisms. These mechanisms are mainly informal and

²⁷ Barbados Survey of Living Conditions 2016.

²⁸ According to Beuermann & Flores (2018) the poverty line in Barbados is BBD642 annually per person.

hard to track. On the other hand, contributory and labour market programmes have a strength in terms of legal background.

- **Non-contributory Programmes**

The Old-age Non-contributory Pension is the only programme with a strong legal framework. Besides that, most programmes have weak enforcement mechanisms. These mechanisms have informal complaint and appeal procedures and a lack of public awareness programmes. The exception is the PWD executed by the NDU, which has enough process awareness benefits enrolment and delivery.

- **Contributory and Labour Market Programmes**

In contrast with Non-contributory Programmes, the Contributory and Labour Market Programmes have a strong legal framework. There is no more information to assess this thematic area.

Emerging appropriateness: The findings in this area apply to three programmes' classification. The lack of a national SP strategy is a limitation of the SP system that impedes the evaluation of the alignment of social protection policies in the sector. In addition, even when the SP system denotes a high institutional fragmentation, it covers most social protection functions. There is a lack of coordination in the design, financing, implementation and M&E of SP programmes.

Emerging governance and institutional capacity: Roles and responsibilities for most SP programmes are defined. Nonetheless, in the non-contributory programmes, the implementation capacity reflects the inadequate amount and trained human resources. Institutional capacities, including the use of modern technologies for the administration of non-contributory SP programmes are limited. While only few non-contributory programmes have operational manuals, contributory and LM programmes have clear administration guidelines, as well as compliance and appeals mechanisms. Social partners actively participate in contributory SP programmes, through the Board of the National Insurance Office (NIO).

- **Non-Contributory Programmes**

Even when there is no design information and programme implementation, the current legal framework defines the overall roles and responsibilities of the institutions involved in the programme's execution. Additionally, programmes have weak procedures to enforce compliance. Most programmes have informal mechanisms. Conversely, the majority of programmes have outdated or non-existent procedures manuals. These programmes also confront limited institutional capacity. Most of the institutions declare to have reduced staff to meet the demand which contributes to the unsatisfactory registering for most programmes. Lastly, programmes do not have stakeholders' participation for relevant processes such as programme design and implementation.

- **Contributory and Labour Market Programmes**

The legal framework for these programmes has a good definition of roles and responsibilities. There is no more information to evaluate this key area.

Emerging financial and fiscal sustainability: The SP system of Barbados is mainly financed through domestic resources. Besides that, there is no available information to describe the sources and progressivity of funding in the sector. The financing of non-contributory SP programmes reflects a lack of financial commitments but a stable budget allocation. There is neither gender-responsive nor shock-responsive budgeting for SP. Contributory SP programmes regularly assess their long-term sustainability through actuarial reviews.

- **Non-Contributory Programmes**

The social protection funding in Barbados seems to be stable. Programmes receive at least the last year's budget. However, the law does not have specific funding sources or financial commitments as well as budget planning processes do not involve projections on economic and demographic developments for future budget allocation. Additionally, lack of information impedes financing classification by source and financing progressivity.

- **Contributory and Labour Market Programmes**

Contribution income is the main source of programme financing, which is domestic. Legal framework of this type of programmes does not reflect a long-term vision. There is a lack of financial commitments and sustainability. Even though the Contributory SP programmes include the analysis of their long-term sustainability in actuarial reviews, this is out-of-date. Actuarial reviews are available only for periods previous to 2017.

Emerging coherence and integration: The limited legal framework of the SP system does not ensure coordination among the institutional social protection network. Even when there are no common delivery and monitoring systems, the availability of clients' records and the use of national IDs lay the foundations for future system developments. There is fragmentation and duplication among non-contributory SP programmes that prevents the SP system from providing effective, adequate and timely coverage. There is also lack of coordination in the design and financing of SP programmes. The absence of an integrated social protection Management Information System (MIS) is a major barrier for the administration of non-contributory SP programmes. Labour market programmes do not provide adequate linkages with SP programmes to support socioeconomic inclusion and transitions from non-contributory to contributory SP programmes. The lack of instances for SP coordination, as well as with other national policies, is also verified at higher political level.

- ***Non-contributory Programmes***

There is no strong institutional framework to ensure coordination among institutions. The legal framework does not provide clear provisions to facilitate coordination, integration, and complementarity of social protection programmes. Even though these programmes receive clients by referrals from other institutions, the integration for the rest of the process is weak or non-existent. Positively, the programmes use a national ID, which allows future information shared across other programmes. The budget classification allows tracking of some social protection functions, such as children and disability. However, this classification is possible because some institutions concentrate on specific SP functions, and there is a budget classification for these institutions. The budget per se does not classify financing by social protection functions.

Emerging responsiveness: Most existing SP programmes have inefficient budget and implementation mechanisms in place to respond to shocks, crisis, socioeconomic changes, or socio-demographic developments. SP coverage in case of shocks is provided to only a small share of the population and with significant delays. Even though most programmes have information and produce periodical reports, not all are for public consumption or easy to access. In addition, this information is not always used for dissemination and evaluation purposes as well as there is a deficient monitoring system in most programmes. Contributory SP programmes have a mechanism in place for parametric adjustment recommended in the actuarial reviews. SP institutions were not prepared to operate in a context of crisis and lacked business continuity plans.

- ***Non-Contributory Programmes***

Some programmes have mechanisms to confront shocks, but these mechanisms are not established by law. These programmes include the Disaster Risk Management Programme, the Programmes for Persons with Disabilities, and the programmes executed by the Child Care Board. However, even when programmes confront shocks and changes in population needs, they usually do not have a separate budget allocation to face these changes. These elements lead to inefficient response mechanisms. Additionally, these programmes have weak information dissemination and data availability. The programmes declare to have information, which is not easy to access, not even for this report. Moreover, there is a lack of monitoring reports and programme evaluation.

- ***Contributory and Labour Market Programmes***

Even when most programmes have data for public consumption, the information is not periodic. The last record for key variables such as coverage is from 2017. This lag in information dissemination can obstruct the process of policymaking as a response to demographic and socioeconomic changes. Contributory SP programmes have a mechanism in place for parametric adjustment recommended in the actuarial reviews.

► Table 20. Performance level definition by System Performance Criteria

System Performance Criteria	Latent	Emerging	Moderate	Advanced
	1	2	3	4
Inclusiveness Refers to the system's capacity to protect all members of society along the life cycle with special consideration for the most vulnerable				
Gender equality, non-discrimination, and special needs	Gender equality, non-discrimination, and special needs of vulnerable persons are not taken into consideration in social protection laws, policies, strategies, and programmes' design, nor in practice in the implementation.	Only for few programmes, gender equality, non-discrimination, and special needs of vulnerable persons are taken into consideration in social protection laws, policies, strategies, programmes' design, and in practice.	Gender equality, non-discrimination, and special needs of vulnerable persons are taken into consideration in some programmes' design and implementation and related legal provisions exist for a majority of programmes.	Gender equality, non-discrimination, and special needs of vulnerable persons are taken into consideration in the majority programmes' design and implementation and related legal provisions exist for all programmes.
Coverage: non-contributory	Coverage of overall target population (as defined nationally) across the life cycle through non-contributory programmes is very low.	Coverage of the target population (as defined nationally) across the life cycle through non-contributory programmes is low.	Coverage of the target population (as defined nationally) across the life cycle through of non-contributory programmes cover a majority of the target population.	Coverage of the target population (as defined by the nationally) across the life cycle through non-contributory programmes is high.
Coverage: contributory	A small share of the economically active population (including informal sector workers) is covered by contributory social security (insurance) programmes/mechanisms and labour market.	The majority of the economically active population in the formal economy are covered by contributory social security (insurance) programmes/mechanisms and labour market services and programmes, but coverage of informal economy workers is low.	The majority of the economically active population (including informal sector workers) are covered by contributory social security (insurance) programmes/mechanisms and labour market services and programmes, but some groups are excluded (e.g., migrants).	All (or almost all) of the economically active population (including informal sector workers and migrants) are covered by contributory social security (insurance) programmes/mechanisms and labour market services and programmes.
Effective coverage	Most of the targeted and potentially eligible population are excluded in practice from receiving benefits when a contingency occurs.	Less than half of all eligible population receives benefits in practice.	A majority of the potentially eligible population receive benefits in practice.	Practically all eligible population receive benefits in practice.

Accessibility	Important impediments in accessing social protection programmes exist due to high transaction costs. For example: the inability to enroll, long periods between enrollment rounds, and/or lack of awareness among potential beneficiaries.	Access to social protection programmes is a challenge due to moderate transaction costs. For example: the modest information campaign or irregular rounds of enrollment with no or limited access to individually request for enrollment.	Almost universal awareness of social protection programmes. For example, due to effective communication, good access to enrollment process, proactive efforts to minimize enrollment cost to beneficiary, and short periods between enrollment rounds with possibility for enrollment at individual requests.	Proactive measures minimize costs to beneficiary. For example, to facilitate enrollment processes, rolling updates or automatic enrollment (i.e., through employment contracts), effective, tailored, and timely communication lead to universal awareness.
Adequacy Refers to the sufficiency of the system's benefit levels				
Benefit levels compared to social protection needs	Benefits or services across social protection programmes are neither regular, nor predictable, and are not adequate to meet the social protection needs of the population.	Benefits and services of a minority of programmes are regular and predictable and adequate to meet the social protection needs of the population.	Benefits and services of majority of programmes are regular and predictable and adequate to meet the social protection needs of the population.	Benefits and services are regular and predictable and adequate to meet the social protection needs of the population.
Benefit level compared to national benchmarks	Benefit level across programmes is not adequate with respect to national benchmarks (poverty line, minimum wage, market wage, etc.).	Benefit level of a majority of programmes appear too low with respect to national benchmarks (poverty line, minimum wage, market wage, etc.).	Benefit level of a minority of programmes appear too low with respect to national benchmarks (poverty line, minimum wage, market wage, etc.).	Benefit levels are adequate with respect to national benchmarks (poverty line, minimum wage, market wage, etc.) for all programmes.
Impact of benefits on economic activity	There are neither benefits nor services to promote productive economic activity for those in working age.	The combination of benefit and services is not adequate to promote productive economic activity for those in working age.	The combination of benefit and services is overall adequate to promote productive economic activity for those in working age, but does not sufficiently take into account local market conditions and employers' needs.	The combination of benefit and services is adequate and suitable to promote productive economic activity for those in working age.
Benefits compared to national / programme objectives	The overall combination of programme benefits is entirely inadequate to achieve national /programme objectives.	Benefits across programmes are contributing very little to achieving national social protection objectives.	Benefits are contributing to achieving most of the national social protection objectives.	Benefits are adequate to achieve national social protection objectives.

Redistributory or poverty reduction effects	The system does not aim for and does not achieve a distribution of resources in favour of the poor, nor does it provide equal protection against risks and vulnerability or reduce poverty.	The design of the system aims for, but does not achieve, significant results regarding the distribution of resources in favour of the poor, equal protection against risks and vulnerability, or reduction of poverty.	The design of the system achieves the distribution of resources in favour of few selected groups, some protection against risks and vulnerability for everyone, and has some impact on poverty.	The design of the system ensures the distribution of resources in favour of the poor, equal protection against risks and vulnerability, and reduces poverty.
Benefit provision and services delivery standards	There are no benefit provision and service delivery standards.	Some programmes have defined benefit provision and service delivery standards, but they are not consistently enforced.	Most programmes have defined benefit provision and service delivery standards, but these are consistently enforced for only a few programmes.	There are clearly defined service benefit provisions and delivery standards, and they are fully enforced across programmes.
Appropriateness Refers to the system's overall arrangements to respond to national context and needs				
Formulation of objectives, targets, and timeframes	Social protection main policies / objectives are not well formulated and lack clear targets and timeframes. A national strategy is not formulated.	Social protection main policies / objectives are formulated, however with unrealistic targets and timeframes. A draft strategy on social protection exists with no clear action plan for the strategy implementation.	Social protection main policies / objectives are partially formulated and those formulated have realistic targets and timeframes. A national strategy on social protection has been approved with no clear action plan for the strategy implementation.	Social protection main policies / objectives are well formulated and set realistic targets and timeframes in an approved national social protection strategy. A clear action plan exists.
Alignment of SP policies / programmes / strategy	Social protection main policies / strategy / programme design are not aligned with national social protection needs.	Social protection main policies / strategy / programme design are somewhat aligned with national social protection needs.	Social protection main policies / strategy / programme design are largely aligned with national social protection needs.	Social protection main policies / strategy / programme design are aligned with national social protection needs.
Combination of schemes and programmes	Mix of social protection programmes is arbitrary, the majority of functions are not covered at all.	Mix of social protection programmes does not reflect population needs and socioeconomic realities. The majority of functions are partially addressed.	Mix of social protection programmes is fairly balanced and in line with social protection needs and socioeconomic realities. The majority of functions are addressed.	Mix of all social protection programmes complement each other and fully reflect social protection needs and socioeconomic realities. All functions of social protection are addressed.
Composition of expenditure	Composition of expenditures does not reflect the population needs and is allocated in ad hoc manner across functions of social protection.	Composition of expenditures is reflective of certain population needs - they are concentrated only in one function of social protection.	Composition of expenditures is reflective of most population needs - they are concentrated in a limited number of social protection functions.	Composition of expenditures fully reflects population needs across all social protection functions.

Evidence-based policy and programme design	Policies and programmes (including their budgeting) are not designed on the basis of evidence (risks and vulnerability analysis, social protection needs, and gaps assessments, etc.).	Few policies and programmes (including their budgeting) are designed on the basis of evidence (risks and vulnerability analysis, social protection needs, and gaps assessments, etc.).	Policies and programmes (including their budgeting) are designed on the basis of evidence (risks and vulnerability analysis, social protection needs, and gaps assessments, etc.).	Most policies and programmes (including their budgeting) are designed on the basis of updated, comprehensive (all functions), and disaggregated (including local levels) evidence (risks and vulnerability analysis, social protection needs, and gaps assessments, etc.).
Respect for Rights and Dignity Refers to social protection entitlements and implementation arrangements being anchored in law				
Entitlements anchored in law	Social protection entitlements are not prescribed by law.	Entitlements regarding the range, duration, qualifying conditions, and levels of benefits are specified in the legal framework for some schemes.	Entitlements regarding range, duration, qualifying conditions, and benefit levels are specified in the legal framework for the majority of schemes and programmes.	Entitlements regarding the range, duration, qualifying conditions, and levels of benefits for all schemes and programmes are prescribed by law.
Enforcement mechanisms: public authority, complaint and appeal mechanisms, and public awareness	Enforcement mechanisms are not existent: no public authority, no complaint and appeal mechanisms in place, and the public is not informed about existing programmes.	Inefficient enforcement mechanisms: weak public authority, inefficient and inaccessible complaint and appeal mechanism, and the general public is not sufficiently informed about their entitlements.	Enforcement mechanisms are responsive: efficient public authority for some programmes, efficient and accessible complaint and appeal mechanisms are partially in place, and a majority of the population is informed about their entitlements.	Efficient and responsive enforcement mechanisms are in place: strong public authority, efficient and accessible complaint and appeal mechanisms, and the population are well-informed regarding their benefit entitlements.
Respect for dignity and human rights	Benefit design and delivery mechanisms (application, registration, delivery) do not respect human rights standards and principles.	Benefit design and delivery mechanisms (application, registration, delivery) of a few programmes respect human rights standards and principles.	Benefit design and delivery mechanisms (application, registration, delivery) of some programmes respect human rights standards and principles.	Benefit design and delivery mechanisms (application, registration, delivery) of all programmes respect human rights standards and principles.
Confidentiality of private information	There are no mechanisms in place to protect private individual information.	Mechanisms do not sufficiently protect private individual information.	There are mechanisms in place for most programmes that sufficiently protect private individual information.	Private individual information is effectively protected.

Governance and Institutional Capacity Assesses the system's rules, regulations, roles, responsibilities, and related implementation capacities				
Reporting mechanisms, roles, and responsibilities anchored in law	Legal framework does not prescribe the reporting mechanisms, roles, and responsibilities of different agencies / entities across the different programmes and schemes of the social protection system.	Legal framework mentions but does not specify the functioning of reporting mechanisms, nor the roles and responsibilities of different agencies / entities across the different programmes and schemes of the social protection system.	Legal framework mentions and provides some specifications for the functioning of reporting mechanisms and roles and responsibilities of different agencies / entities across the different programmes and schemes of the social protection system.	Legal framework clearly states the functioning of the reporting mechanisms and roles and responsibilities of different agencies / entities across the different programmes and schemes of the social protection system.
Programme implementation guidelines / operational manuals state reporting mechanisms, roles, and responsibilities	Most programmes do not have implementation guidelines / operational manuals defining reporting mechanisms, roles, and responsibilities of agencies for the administration, delivery, and monitoring of programmes.	Only some programmes have implementation guidelines / operational manuals which define the reporting mechanisms, roles, and responsibilities of agencies for administration, delivery, and monitoring of programmes.	Implementation guidelines / operational manuals which define the reporting mechanisms, roles, and responsibilities of agencies for administration, delivery, and monitoring of programmes exist for most programmes.	Implementation guidelines / operational manuals which define the reporting mechanisms, roles, and responsibilities of agencies for administration, delivery, and monitoring of programmes exist for all programmes.
Enforcement mechanisms	There are no mechanisms in place to enforce compliance with programme rules and minimize error and fraud for the majority of programmes.	Mechanisms in place to enforce compliance with programme rules and minimize error and fraud are generally weak and do not exist for all programmes.	Mechanisms in place to enforce compliance with programme rules and minimize error and fraud are responsive for a majority of programmes.	There are strong and efficient mechanisms in place to enforce compliance with programme rules and minimize error and fraud for the majority or all programmes.
Institutional supervisory capacity	None or minimal institutional capacity (staff, equipment, financial capital) to carry out or supervise tasks related to policy and programme design, implementation, and monitoring.	Limited institutional capacity (staff, equipment, financial capital) to carry out or supervise tasks related to policy and programme design, implementation, and monitoring.	Sufficient institutional capacity (staff, equipment, financial capital) to carry out or supervise nearly all tasks related to policy and programme design, implementation, and monitoring.	High institutional capacity to carry out or supervise all tasks related to policy and programme design, implementation, and monitoring.
Staff implementation capacity	Programme staff are not adequate in numbers and not sufficiently trained to carry out respective tasks.	Staff are either not adequate in number and/or not adequately trained to carry out respective tasks.	There is an adequate number of programme staff and staff are adequately trained carry out respective tasks, but not consistently across all programmes.	There is an adequate number of programme staff and staff are adequately trained to carry out respective tasks for the majority or all programmes.

Stakeholder participation	There are no structures and processes in place to ensure relevant stakeholders are well informed, consulted, and able, where necessary, to participate in the design, implementation, and monitoring of most programmes.	Across social protection programmes, structures and processes are in place to ensure that some, however not all, relevant stakeholders are well informed, consulted, and able to participate where necessary in the design, implementation, and monitoring.	Structures and processes are in place to ensure that all relevant stakeholders are well informed, consulted, and able to participate in the design, implementation, and monitoring, however not for all programmes.	Structures and processes are institutionalized and well-functioning to ensure all relevant stakeholders are well informed, consulted, and able to participate, when necessary, in the design, implementation, and monitoring of key policies and programmes.
Financial and Fiscal Sustainability Refers to the system's financial and fiscal sustainability				
Domestic or external financing	Most of the social protection financing is based on external funding.	External funding plays a significant role (less than 50 per cent of social protection expenditures are financed from domestic resources).	External funding does not play a significant role (more than 50 per cent of social protection expenditures are financed from domestic resources).	Social protection expenditures are fully financed from domestic sources.
Contributory capacity taken into account in financing arrangements	Generally social protection budget is not aligned with financing /contributory capacity.	Social protection budget is aligned with financing / contributory capacity only for few programmes.	Social protection budget is aligned with financing / contributory capacity for most of the expenditure of most programmes.	Social protection budget is aligned with financing / contributory capacity for the cost of all programmes.
Alignment of budget allocation with policy priorities	Social protection budget allocation is not aligned with priority programmes.	Social protection budget allocation is aligned with a minority of priority programmes.	Social protection budget allocation is aligned with a majority of priority programmes.	Social protection budget allocation is fully aligned with priority programmes.
Long term budget planning in line with demographic developments	Budget planning processes do not take projected economic and demographic developments into account for planned social protection allocation of future years.	Budget planning processes take projected economic and demographic developments into account for planned social protection allocation of future years for some of the programmes.	The projection of individual programme costs under different demographic and socioeconomic scenarios is available and often used to plan and budget programmes' financing. Some of the system's programmes are cost-effective. Budget planning processes take projected economic and demographic developments into account for planned social protection allocation of future years for most of the programmes.	The projection of individual programme costs under different demographic and socioeconomic scenarios is available and often used to plan and budget programmes' financing. Budget planning processes take projected economic and demographic developments fully into account for planned social protection allocation of future years for all programmes.

Long term financial commitments considered in legal framework and social protection strategy	Long term vision of social protection and related financial commitments are not addressed in the legal framework and / or the social protection strategy.	Long term vision of social protection and related financial commitments are generally overlooked in the legal framework and / or the social protection strategy.	Long term vision of social protection and related financial commitments are partially addressed in the legal framework and / or the social protection strategy.	Long term vision of social protection and related financial commitments are clearly addressed in the legal framework and / or the social protection strategy.
Reliability and progressivity of social protection financing	Social protection financing is unstable, unreliable, and regressive.	There are frequent delays and irregularities in the provision of social protection financing, large part of the taxes is regressive.	There are occasional delays and irregularities in the provision of social protection financing and some of the taxes are regressive.	Social protection financing is stable, reliable, and progressive.
Coherence and Integration Refers to the alignment and coherence of the system across its policies, programmes, and administrative structures, as well as coherence with related policy areas				
Complementarity of social protection policies / degree of duplication and overlap	Social protection policies and programmes do not complement each other within and across social protection functions, giving rise to duplications and inefficiencies.	There is a plan to achieve complementarity of policies and programmes within agencies, but not across agencies.	Social protection policies and programmes are reasonably coherent and complement each other within agencies but not across social protection such that some duplications are avoided but some inefficiencies exist.	Social protection policies and programmes are coherent and complement each other within and across social protection functions, avoiding duplications and inefficiencies.
Institutional framework to ensure coordination	Neither legal provisions, institutional arrangements, nor other frameworks ensure coordination, integration, and complementarity across social protection programmes.	Limited legal provisions, ad hoc arrangements, or other frameworks mean limited coordination, integration, and complementarity of social protection programmes.	Reasonable legal provisions, institutional arrangements, and other frameworks ensure coordination, integration, and complementarity across some social protection programmes.	Clear and detailed legal provisions, institutional arrangements, and other frameworks ensure coordination, integration, and complementarity of the social protection system across all social protection programmes.
Integration of programme implementation	Each programme has separate non-interoperable implementation and information processes.	Some programmes share at least one delivery system (ID / transaction / targeting / enrollment / MIS) and there is some ability to share and validate information across a few programmes.	Most programmes share some delivery systems (ID / transaction / targeting / enrollment / MIS) and there is good ability to share and validate information across the majority of programmes.	Programmes share common delivery systems.
Possibility of integrated analysis of social protection financing	The classification of budget expenditure and revenues does not allow for an integrated analysis of social protection expenditures and financing.	The classification of budget expenditure allows for an integrated analysis of social protection expenditures and financing for some social protection functions.	The classification of budget expenditure allows for an integrated analysis of social protection expenditures and financing across a majority of social protection functions.	The classification of budget expenditures allows for an integrated analysis of all social protection expenditures and financing.

Coherence with other policy areas	There are neither mechanisms nor procedures to ensure coherence between social protection and other sectors.	Some consideration is given in the policy set-up to ensure coherence between social protection and other sectors, but this is generally not applied in practice.	There are mechanisms and procedures to ensure coherence between social protection and some other sectors and these are applied in some circumstances.	There are mechanisms and procedures that are applied in practice to ensure coherence between social protection and all other relevant sectors.
Responsiveness Refers to the system's M&E framework and flexibility to adjust / adapt in response to socio-economic crises				
Responsiveness of budget and implementation mechanisms	There is no budget or implementation mechanisms in place to effectively respond to shocks, crisis, socio-economic changes, or demographic developments for the majority of programmes.	There are inefficient budget and implementation mechanisms in place to respond to shocks, crisis, socioeconomic changes, or socio-demographic developments. These mechanisms are not contemplated in the legal framework.	There are budget and implementation mechanisms in place to effectively respond to shocks, crisis, socioeconomic changes, or socio-demographic developments but only for some programmes. Legal provisions may exist for some programmes.	There are budget and implementation mechanisms in place to effectively respond to shocks, crisis, socio-economic, or socio-demographic developments changes for the majority of programmes. Detailed legal provisions are in place.
Availability, quality, and timeliness of data on trends and social protection programmes	Data, statistics, and monitoring reports are produced ad hoc, not accessible to main agencies, and are not used to inform policy actions to adapt the system to evolving needs and socio-economic trends. There is no programme evaluation available.	Data, statistics, and monitoring reports are accessible to main agencies, but are not produced periodically and in a timely manner and are insufficient to revise and adapt the system to evolving needs and socio-economic trends.	Data, statistics, and monitoring reports are accessible to main agencies, produced in a timely manner, but not always used to revise and adapt the system to evolving needs and socio-economic trends. Evaluations are done only ad hoc.	Data, statistics, monitoring reports, and regular programme evaluation are accessible to main agencies, produced periodically and in a timely manner, and routinely used to revise and adapt the system to evolving needs and socio-economic trends.
Information dissemination mechanisms	There are no information dissemination mechanisms in place to publicize changes in programme implementation.	Partial capacity for information dissemination, outreach, and awareness raising including as regards short term / emergency changes, but not always adapted such that it reaches all relevant parties.	Most programmes have adequate capacity for information dissemination, outreach, and awareness raising including for short term / emergency changes that is adapted to reach most relevant parties.	All programmes have full capacity and mechanisms in place for information dissemination and awareness raising including for short term / emergency changes that is adapted to reach all relevant parties.
Mechanisms for parametric adjustments	Programs do not have a mechanism to carry out parametric adjustments.	Programmes have a mechanism in place to carry out parametric reforms, but this is not applied in practice.	Most programs have a mechanism in place for parametric adjustment and this is usually applied in practice.	All programmes have a well-functioning mechanism in place for parametric reforms that is applied consistently.
Coverage of emergency response operations in practice	Only a small share of the population is included in relief programmes in case of disasters or shocks and with significant delays.	A significant share of the population is included in relief programmes if affected by disasters and shocks but with significant delays.	The majority of the population is included in emergency relief / disaster responses but not all on a timely basis.	All (or almost all) of the population affected by disasters and shocks are included in case of shocks or emergency responses in a timely manner.

Conclusions / System Assessment and Benchmarking

The following are some of the key conclusions that emerge from the CODI assessment:

- The social protection system of Barbados comprises a large list of interventions (over 60) that demonstrate that, historically, the country has had the political will to promote initiatives aimed at protecting the population from associated life cycle risks.
- Recent changes in economic, demographic, social and environmental conditions have modified the profile of the challenges that the SP system faces and motivate a reconsideration of the responses that public interventions should be providing to the population.
- In addition to changes in context, the CODI assessment also highlights a series of limitations that the system experiences and that restricts its capacity to: 1. provide an adequate response to shocks and current challenges; and 2. adapt to the new conditions that the context is shaping.
- The absence of a nationwide Social Protection Strategy in the country is perhaps at the core of the gaps that require urgent solution as this may imply not having a common objective and a common point towards which social protection interventions should move.
- The SP system in Barbados experience substantial legal gaps on the Non-contributory Programmes, especially in terms of childhood and elderly-specific legislation and its alignment with human rights approaches. Also, according to the opinion of interviewed stakeholders and officials, an important proportion of the normative is outdated or not clear in terms of the management, governance and financing models that would regulate the activity. Finally, there is a particular criticism to the fact that some programmes have no legal background. This situation may limit programme continuity as no normative behind the scheme may leave the programme depending on political criteria.
- The lack of a national SP policy and a coherent SP legal framework has resulted in a fragmented and uncoordinated SP system in Barbados.
- The IT system operates with basic information that is not sufficient to prepare extensive socioeconomic and individual profiles and to identify sector wide needs. There is a lack of interoperable population data management systems. In addition, in practically no case, the data is transformed into information, that is, into valuable evidence to adjust programmes, objectives and actions. Monitoring and evaluation frameworks and strategies are absent.
- The budgeting model does not follow modern practices that pursue a closer connection between planning-resource allocation-financial management-results. The existing budgetary scheme defines ceilings per programme according to the past and expected fiscal conditions of the Government. Budget allocation is not done based on a quantifiable need and a corresponding indicator that allow for a visualization of expected outcomes and distribution of benefits. This principle breaks the relationship between programme planning and budget while the other key activities of the strategic cycle (financial management and monitoring/evaluation) are lost in the process with no orientation towards a performance-based approach.
- In line with the previous conclusion, as expected, performance indicators are not calculated at least on a regular basis. There is a lack of metrics to cover the multiple dimensions that social protection should follow up on including coverage (total and per group), access, quality of services, financial performance and similar fields.
- The Barbadian social protection system is highly fragmented with multiple small-scale programmes with limited positive impact for the population. In several cases, there is a duplication of functions and system fragmentation in the coverage of social protection functions.
- The coordination among contributory and non-contributory LM and SP programmes, including exchange of data and information, is very limited. There is no formal coordination mechanism at high political level.
- There are some dissemination efforts but there is no integrated communication strategy. The efforts are focused on programme advertising for clients but not in programme results. Even when there are annual reports for the majority of the programmes, they are not published.

- There are other micro aspects in the design of social protection programmes that are missing in the great majority of interviewed schemes:
 - Practically no programme has formal complaint mechanism to receive grievances from beneficiaries or applicants whose applications were rejected.
 - No mechanisms to carry out parametric adjustments.
 - There are no mechanisms in place to protect private individual information.
- In the case of DRM, Barbados has a strong legal base. This area is a function of the SP system. The Government also shows the capacity to respond to shocks by rapidly mobilizing financing instruments. There is, however, room to improve efficiency services provision. In line with the whole SP system, the DRM in Barbados suffers from high fragmentation and duplicities. The availability of information is also a shortcoming to overcome, and there is a lack of standardization in service provision.
- SP financing has shown stability in recent years, though the lack of legal foundations threatens its credibility and transparency. The SP financing relies on political commitment, which can fluctuate depending on the electoral cycle and the economic performance. Additionally, the financing in the sector does not reflect a commitment to achieving universal SP or implementing the SPF. There are no national actions to estimate the funding gaps required to reach these goals.
- The non-contributory programmes do not have formal mechanisms for stakeholders' participation. The stakeholder feedback is absent from processes including programme design, provision, or evaluation of programmes. This shortcoming impedes assessing inclusiveness, sufficiency benefit levels, and governance and institutional capacity.

Recommendations

- The changing context conditions previously referred to and the evident limitations in the design and performance of the current portfolio of schemes should motivate an initial deliberation about the future of SP in Barbados.
- This reflection should pay attention to multiple aspects that are required to modernize the system in an integral way. In this regard, it seems critical for the whole sector to adopt short- and medium-term measures to start the process of structural transformation while at the same time some punctual, short-term actions could take place.
- To align the SP system with population conditions and needs, it seems important to consider the following changes to develop a universal, adequate, sustainable and responsive SP system:
 - An extensive needs assessment following life-cycle approaches with explicit analysis by gender, geographic location, socioeconomic condition and related characteristics.
 - Identify a list of potential policy responses given the main conclusions of the needs assessment and the results of the CODI assessment to identify potential priority programmes to cover coverage gaps.
 - Preparation of an SP strategy based on previous assessments, existing institutions and financing mechanisms.
 - Deeply review all the key pieces of legislation that regulate SP in Barbados and compare their contents in terms of strategic fields like financing, services to be provided, human rights alignment and governance, just to mention a few. Particular attention should be paid to legal gaps in childhood and elderly legislation.
 - Based on the finding of the CODI assessment, modernize and rationalize the organizational structure of non-contributory SP programmes and merge programmes of the same nature that cover the same target population.
 - The SP system should adopt a performance-based planning and budgeting model with the following purpose: a) enhancing transparency in resource allocation; b) explicitly setting metrics to target such groups like women and rural residents; and c) promoting efficiency through a stronger connection between inputs/resources and outcomes.

- Review administrative activities for simplification of main processes like enrollment, follow-up, complaints and similar tasks. In line with this, the exercise should also estimate gaps in resources like staffing, physical infrastructure, equipment and IT renewal.
- Elaborate a fiscal space assessment that identifies potential sources of funding for the sector as well as the additional funding that can be generated.
- Develop an integral SP Management Information System with appropriate legal and operational structure. The MIS must be of mandatory use for all non-contributory SP programmes and be interoperable with contributory and LM programmes.
- Develop a Monitoring and Evaluation System with performance indicators (similar to those ones included in the performance-based planning and budgeting model).
- Implement reforms in contributory SP programmes to extend social security coverage to the self-employed and workers in the informal economy.
- Reinforce capacities of staff involved in the administration of SP programmes.
- Implement coordination mechanism between SP and LM programmes to support socioeconomic integration and graduation from non-contributory programmes.
- Implement a high-level political coordination mechanism for SP to monitor the reform of the SP system.
- Involve social partners and key stakeholder in a large process of social dialogue to seek agreements about the reform process of the SP System of Barbados.
- Consider International Labour Standards and other human rights instruments as benchmarks for SP reform.
- Standard of services need to be updated and/or established
- Social programmes should advance in incorporating explicit gender-based and Adaptive Social Protection fundamentals as part of their designs. This may imply changes in at least the following areas: 1) eligibility criteria and benefit size as per adaptive social protection conditions; b) gender-oriented planning and budgetary procedures; and c) M&E practices, including gender-based performance indicators.
- The country should explore innovative financing for DRM. In other words, the sector should explore the feasibility of incorporating non-traditional financing mechanisms for DRM like contingency credits, sovereign risk transfers, catastrophic risk pool and similar alternatives.

Implementing the CODI in Barbados: caveats, biases and challenges

- The whole implementation period was affected by a series of disasters: COVID-19, ashfall, hurricane Elsa..., While it provided an opportunity to test existing DRM instruments and new instruments, it also created considerable challenges for the implementation of the CODI.
- Lack of documentation and document sharing culture - Inability to access datasets from multiple agencies for a comprehensive analysis of the delivery chain, response coverage for each shock or type of shock and modalities - Lack of systematic documentation and reporting.
- No clear M&E and communication and accountability frameworks.
- Limited needs assessments and data compilation - no comprehensive analysis of needs resulting from disasters and also the impact of climate change - affecting both planning and the understanding of the responses - to inform adequate and comprehensive responses to the needs of each specific group, including women.
- No intentional gender-mainstreaming (challenge to conduct gender-sensitive analysis).
- It is impossible to determine if the responses provided to shocks and crises efficiently address the needs of the most vulnerable, including women and children, who are particularly vulnerable to shocks.
- there are no digitalized and harmonized list of beneficiaries allowing for both data analysis and interoperability.

Summary of key strengths and weaknesses of the performance of the SP system against DRM

In Barbados, the responses to the impact of disasters are already considered as a core function of the national Social Protection System. Cash transfers and vouchers, relief supplies (food and non-food items), housing and other post-disaster social assistance are provided to persons affected by natural, man-made and climate-related shocks. The Government of Barbados have mobilized several financing instruments to allow for rapid disaster responses. The social protection managing institutions are signatory of the Emergency Act.

Responses are jointly organized by DRM and SP actors. While DEM is ensuring the coordination of the information and actors, the different ministries and agencies (including non-governmental organizations and charities) are organizing the response to the different needs and groups. Provisions are in place for SP and DRM actors to work together, ensuring strong ownership and coordination (at the institutional level). However, the preparedness and readiness are limited. Responses are timely but at the detriment of the continuity of the services. All resources are diverted to disaster responses. There is a large margin to improve effectiveness of both disaster response and social assistance.

The SP system is fragmented across a wide range of institutions and programmes, with limited interoperability and coordination. Response to disaster is facing the same risks and limitations, implemented by the same actors. The risks of overlaps and duplication are high and these also hinder appropriate case management, referrals and accountability.

But it is difficult to measure the effectiveness and coverage of the existing instruments. Most of the information recorded are still paper-based or difficult to share. Data are not readily available and where such exist it is not disaggregated in a manner that allows for an appropriate analysis of how people in need are identified, registered, referred to the social assistance delivery mechanisms and modalities associated with small, medium and large shocks, climate-related and economic shocks.

The system for identifying, registering, referring and delivering assistance to those impacted from these smaller events is embedded in the routine operations of the Government entities such as the Welfare Department, National Insurance Scheme and CBO/FBO programming which, in the absence of a comprehensive system, leads to data fragmentation. While the mechanism seems effective in providing timely response, many aspects of the response delivery are not documented and do not seem even defined, for example how the eligibility criteria for identifying enlisted people and the benefits are determined.

Disaster response is hampering, and sometime even stopping, the delivery of routine social assistance services. While Ministries and agencies in Barbados are maintaining disaster response plans, they do not have contingency plan to ensure both the continuity of their services during a disaster or a crisis and the preparedness to disaster response. The provision for the recovery from shocks is limited.

In the absence of sufficient information and analysis on the profile of the groups and individuals affected by disasters and climate change, it is difficult to evaluate if their specific needs are addressed appropriately and to inform the current systems targeting and other mechanisms to include those in need. The risks and impacts of climate change are not integrated sufficiently into DRM as well as SP policies and programmes.

The accountability mechanisms i.e., notifications of eligibility and benefits, grievance and redress mechanisms, exit notification or report sharing seems very limited.

DRM: I included the key findings and conclusions of the assessment against DRM and CCA

	Latent	Advanced
System Performance Criteria	1	2	3	4
Inclusiveness				
Gender equality, non-discrimination, and special needs	<p>See UNDP C-19 Gender assessment findings</p> <p>No attention to specific needs related to gender, disability, age...</p>			
Coverage: non-				
Coverage: contributory				
Effective coverage	No information on the coverage of the disaster responses			
Accessibility	<p>People affected by disasters must request assistance through Disaster Relief Centres. Social Workers have limited capacities / resources to conduct outreach, even more during disasters. The system is giving limited attention to specific needs and potential constraints to access services and assistance, except within specialised agencies such as the NDU and NAB</p>			
Adequacy				
Benefit levels compared to social protection needs				
Benefit level compared to national benchmarks				
Impact of benefits on economic activity				
Benefits compared to national / programme objectives				
Redistributory or poverty reduction				
Benefit provision and services delivery standards	<p>Same benefits are providing in response to disasters. Except in the case of COVID-19 / increase benefits.</p> <p>No instruments in place to evaluate and re-evaluate benefits according to disaster and climate change impacts and needs - No evidence on how the impact of climate change and economic shocks are taken into account.</p>			
Appropriateness				

Formulation of objectives, targets, and timeframes				
Alignment of SP policies / programmes / strategy				
Combination of schemes and programmes				
Composition of expenditure				
Evidence-based policy and programme design	<p>Limited research and evidence on the impacts of climate change and disasters, on the profile of the population and individuals affected</p> <p>The level of preparedness and the investments into recovery from shocks are insufficient.</p>			

	Latent	Advanced
System Performance Criteria	1	2	3	4
Respect for Rights and Dignity				
Entitlements anchored in law	<p>Very strong commitments to disaster response and addressing the needs of the population</p> <p>Disaster response is a core function of SP</p>			
Enforcement mechanisms: public authority, complaint and appeal mechanisms, and public awareness	There are no systematic case management, MIS, accountability and M&E systems			
Respect for dignity and human rights				
Confidentiality of private information				
Governance and Institutional Capacity				

Reporting mechanisms, roles, and responsibilities anchored in law				
Programme implementation guidelines / operational manuals state reporting mechanisms, roles, and responsibilities				
Enforcement mechanisms				
Institutional supervisory capacity				
Staff implementation capacity	<p>No contingency planning. No continuity of services</p> <p>COVID-19 increased dramatically the number of people in needs of social assistance putting considerable strain on social welfare</p>			
Stakeholder participation				
Financial and Fiscal				
Domestic or external financing				
Contributory capacity taken into account in financing				
Alignment of budget allocation with policy priorities	<p>New financing instruments for DRM – Arrangements with IMF allowed to mobilize additional funds quickly in case of disasters</p> <p>Increased Budget of the MPEA to face increasing needs resulting from COVID-19</p>			
Long term budget planning in line with demographic developments				
Long term financial commitments considered in legal framework and social protection strategy				

Reliability and progressivity of social protection financing				
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	Latent	Advanced
System Performance Criteria	1	2	3	4
Coherence and Integration				
Complementarity of social protection policies / degree of duplication and overlap	No interoperability across programmes and database/MIS			
Institutional framework to ensure coordination				
Integration of programme implementation				
Possibility of integrated analysis of social protection financing				
Coherence with other policy areas	DRM-SP coordination and coherence			
Responsiveness				
Responsiveness of budget and implementation mechanisms	Commend efforts made by the Government to secure access to funds to respond to disasters.			
Availability, quality, and timeliness of data on trends and social protection programmes	<p>Most of the responses are undocumented or insufficiently documented to establish the response coverage for each shock or type of shock</p> <p>Limited data and information available – M&E system issue</p>			

Information dissemination mechanisms	Limited attention to specific needs and barriers to access assistance 'small island, everybody knows each other...'			
Mechanisms for parametric adjustments	<p>Social assistance programmes reported to loosen the eligibility criteria and procedure in response to disasters - But no formal system</p> <p>No systematic and documented needs and vulnerability assessments to inform adequate and comprehensive responses to the needs of each specific group, including women.</p>			
Coverage of emergency response operations in practice	This preliminary assessment has highlighted the responsiveness of the different actors when a shock occurs. It also appears that the responses are timely and comprehensive when it comes to immediate needs.			
Cost-effectiveness				
Cost of programme delivery				
Incentive compatibility				
Consideration of incentives in programme design				
Incentives for persons covered				
Incentives for employers				
Incentives for scheme administrators				

Discuss areas for future research / attention

- Evidence generation on the impacts of climate change and different disasters (economic, climate-related...).
- Evidence generation on the profile, risks and vulnerabilities of the individuals affected by recurrent disasters, including people with specific needs -> eligibility criteria, appropriate benefits, pre-registration.

Promoting adaptive social protection in Barbados: what could it take?

Adaptive social protection is a relatively new term but not a new concept in Barbados. National social protection systems are already the main responders to disasters and economic shocks, even though still in a relatively unprepared and undocumented manner. The relationship between DRM and social protection might gain in enhanced preparedness and streamlining delivery processes and coordination to reach greater efficiency, efficacy and equity.

An adaptive social protection system should (1) ensure the continuity of essential assistance and services in the aftermath of a shock when people are facing acute needs; (2) respond to additional demand for assistance and services; and (3) support people's recovery. Social protection can also build people's resilience and reduce the impact and the needs resulting from a shock.

Barbados is highly exposed to different types of shocks, from extreme weather events to external economic shocks. Those shocks came with various intensity, magnitude and severity and affected people differently depending on their specific vulnerabilities, gender and age. Barbados is already demonstrating a strong commitment to support its citizen coping with the impacts of disasters and climate change. Disaster response and the mitigation of climate change are embedded in policies and laws. The Government has mobilized new financing instruments. The different agencies and services and their staff are fully committed to disaster response, even if it imposes many constraints to them.

The response to COVID-19 has demonstrated the crucial role that social protection is playing in protecting the poorest and most vulnerable from risks affecting durably their livelihoods and well-being. The recent Hurricane Elsa created a momentum to review the current systems.

However, many issues need to be reviewed critically and changes initiated to improve the disaster response effectiveness and give appropriate consideration to the impacts of climate change.

1. Leaving no one behind is required to develop an **inclusive approach**. First by understanding the needs of the different groups and individuals, their specific risks and vulnerabilities to disasters and climate change. At the moment, there is not enough attention provided to gender-related risks and vulnerabilities, neither to the specific needs of children, people living with disabilities nor elders. Enhance data collection, analyses, and researches are needed to inform adaptive social protection in Barbados, particularly on understanding who is impacted by shocks, crises and climate change, why and how.
2. **Improving preparedness** and shock response in social protection systems would allow for timelier and more cost-efficient responses, especially for a country with limited human and financial resources. It could allow the country to prepare for and to respond earlier to reduce the impact and losses. It should also ensure the continuity of services.
3. **Addressing the impacts of climate change and the needs for recovery**. Linking social protection with disaster risk management and climate change adaptation is a relatively new approach but one that needs to be mainstreamed and operationalized.
4. **Improving the systems effectiveness instead** of creating new tools (cf. COVID-19 response) is passing through an in-depth review of the SP system and by looking at ways to simplify and rationalize systems: digitalization, rationalize programmes, simplify procedures, improve referral, alignment of delivery mechanisms, improve accountability, ensure systems interoperability, develop a beneficiary registry.

► Box 1: Social Protection Response to COVID-19 in Barbados

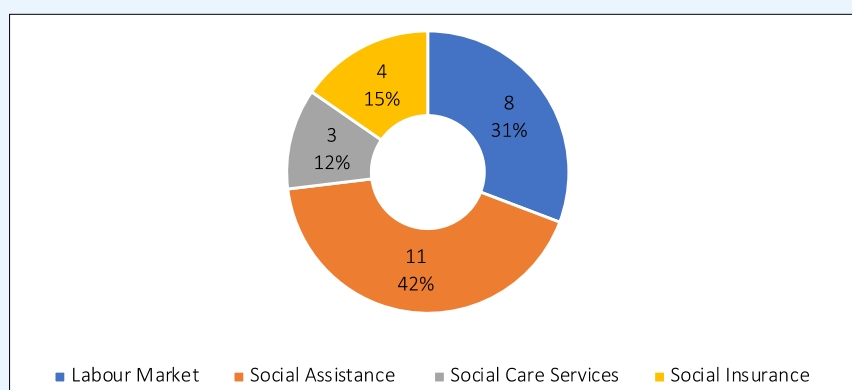
The following information was extracted from the Gender-Responsive Gap Assessment conducted by Francesca Francavilla on behalf of UNDP as part of the Joint Programme on Universal Adaptive Social Protection in the Eastern Caribbean to inform Universal Social Protection. It focuses on providing a gender-responsive gap assessment of the social protection system in Barbados with a specific focus on the response to COVID-19. It relied on a desk and literature review and a mix-method approach that includes interviews and virtual meetings with key stakeholders and was published in March 2021.

The COVID-19 crisis which affected Barbados from its onset in March 2020 till now is an unprecedented public health emergency which had both health, immediate and long-lasting socio-economic impacts. **The COVID-19 pandemic has caused an unprecedented economic recession in Latin America and the Caribbean (LAC), both in magnitude and duration. Despite the relatively small number of cases and deaths, Barbados is suffering a massive socio and economic disruption due to the slowdown in global tourism and the decline in the domestic economy.** On 20th October 2021, a total of 14,326 cases had been reported in addition to 124 deaths. The pandemic also put a considerable strain on the health sector, frontline workers, and carers, majority being women.

In the context of the response to the COVID-19 pandemic, social assistance played a key role in supporting the poorest and most vulnerable, whereby Barbados extended social protection schemes and introduced several new social protection measures. **Twenty-six measures were identified** ranging across the four social

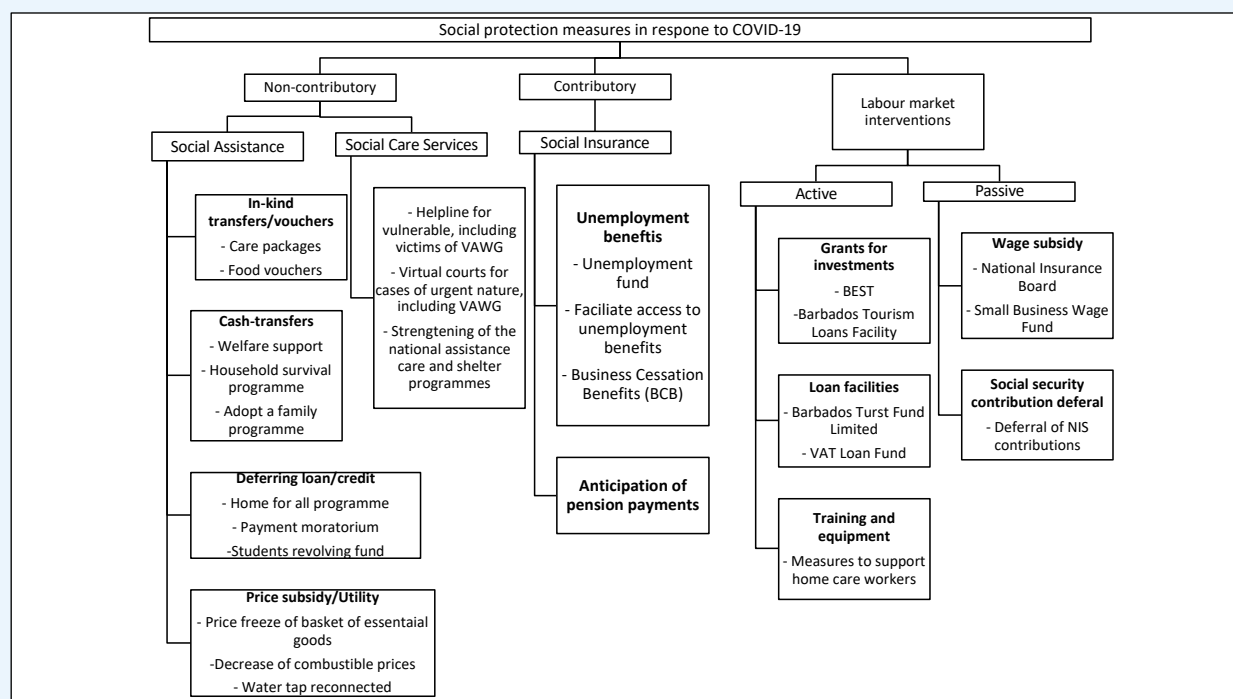
protections components: Social Assistance, Social Insurance, Social Care Services and Labour Market Programmes. The greater effort was devoted to strengthening the social assistance component, which represented 42 per cent of the total measures taken, corresponding to a total of 11 interventions (see Figure 47).

► **Figure 47. Composition of the protection responses in Barbados by social protection components**



Source: Authors' elaboration

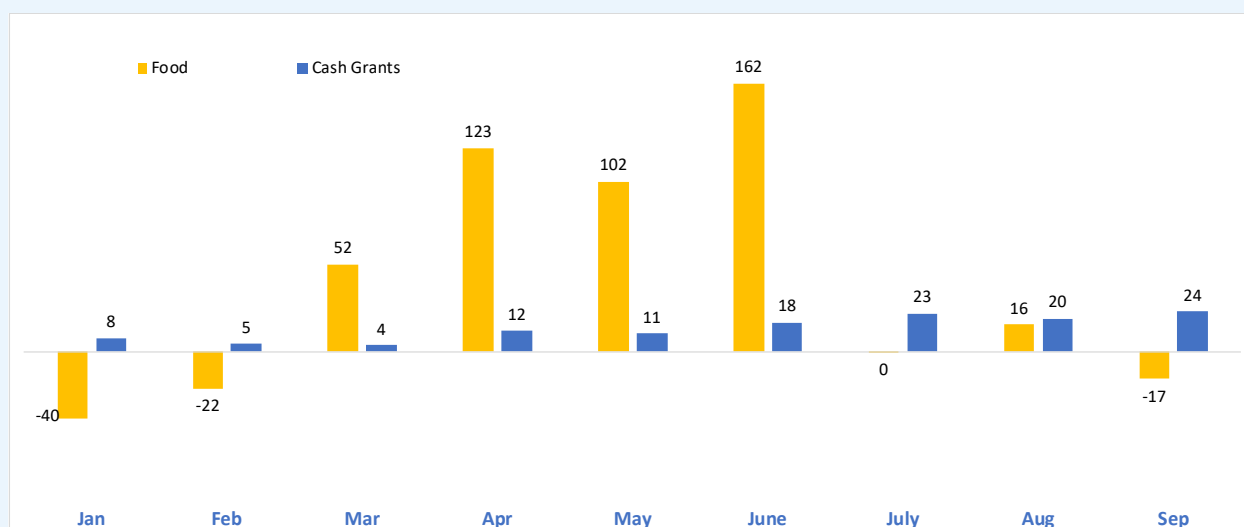
► **Figure 48. Taxonomy of Barbadian social protection measures in response to the COVID-19 crisis**



During the pandemic, the Government responded with some emergency social assistance measures including in-kind transfers, food vouchers and in-cash transfers. The *Care Packages* Programme provided 4,000 care packages consisting of a 14-day supply of basic food and sanitary items to vulnerable groups such as the elderly and people with disabilities. The *Adopt-Our-Families Household Survival Fund* and *Adopt a Family Programme* were created to assist vulnerable families with BBD600 monthly benefits. Other social assistance measures were put in places such as deferring loans and open credits. And the Barbados Defence Force (BDF) played a major role in Government's COVID-19 relief programme distributing care packages to the vulnerable.

Additionally, the number of recipients of both the Food Vouchers and the Cash Grants increased. From April to September 2020, the Welfare Department issued on average, more than 1,500 Food Vouchers and 6,600 Cash Grants each month. A first additional budget of BBD31.820 million was allocated under grants to individuals. The value of the Welfare Support was also adjusted. **The Welfare Department was put under a considerable challenge with a shortage of staff to adequately meet the needs of recipients and lacked human resource assistance to process cases promptly.**

► **Figure 49. Percentage variation in the number of recipients in Food Transfers and Cash Transfers, monthly from January 2020 to September 2020**



Source: Data from the Welfare Department, author's elaboration.

A mix of Social Insurance measures and Passive Labour Market interventions cushioned the impact of job losses, especially in the first stage of the crisis. The Government pledged supplemental support for the *Unemployment Fund* with the available fiscal space to provide unemployment benefits equal to 60 per cent of insurable earnings for six months to people who had full job losses. Also, the National Insurance Board (NIB) relaxed the requirements for obtaining unemployment benefits.

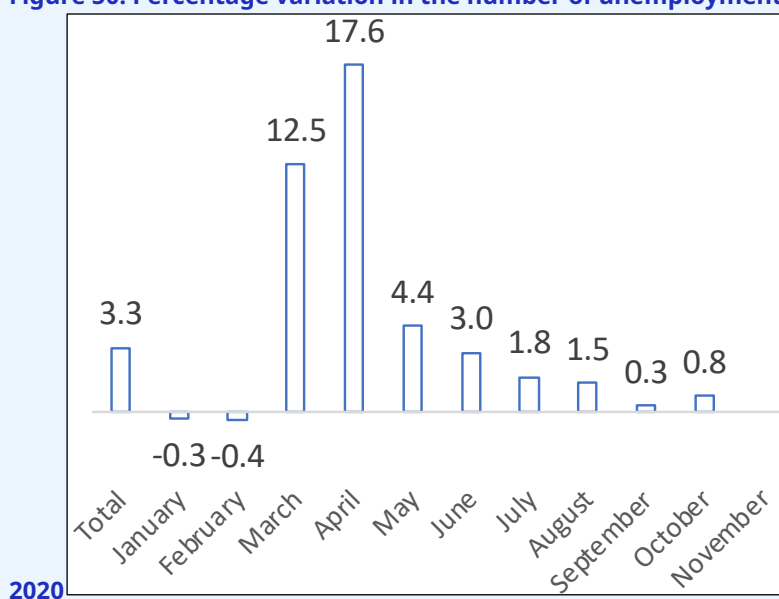
In October 2020, the NIS had recorded 68,103 claims from 35,000 individuals and had paid out over BBD132.2 million from 23 March 2020 to 16 October 2020, the highest amount ever paid.²⁹ Shortly after the outbreak of the COVID-19 pandemic in Barbados, the number of unemployment claims received by the NIS increased substantially, reaching a peak in March and April 2020 with 10,058 and 19,323 claims respectively, which correspond to an increase of 12.5 per cent and 17.6 per cent when compared with the same months in 2019 (See Table 21 and Figure 50). The highest number of unemployment benefits was paid between late March and September 2020 with 32,000 unemployment claims paid.

²⁹ Barbadian Ministry of Tourism and International Transport (2020). Barbados Employment and Sustainable Transformation Programme. Employee Guide. Retrieved on 28 November 2020 from: <https://gisbarbados.gov.bb/download/barbados-employment-sustainable-transformation-programme/> and <https://www.nis.gov.bb/nis-pays-123-2-million-to-over-32000-unemployment-benefit-claimants/>

► **Table 21. Number of unemployment claims**

Month	2019	2020
Total	11,369	48,415
January	1104	810
February	800	459
March	743	10,058
April	1039	19,323
May	956	5,125
June	1,118	4,481
July	980	2,711
August	908	2,249
September	1296	1,713
October	813	1,486

Source: <https://www.nis.gov.bb/statistics/> (4 January 2020)

► **Figure 50. Percentage variation in the number of unemployment claims received by NIS between 2019 and**

Source: <https://www.nis.gov.bb/statistics/> (4 January 2020)

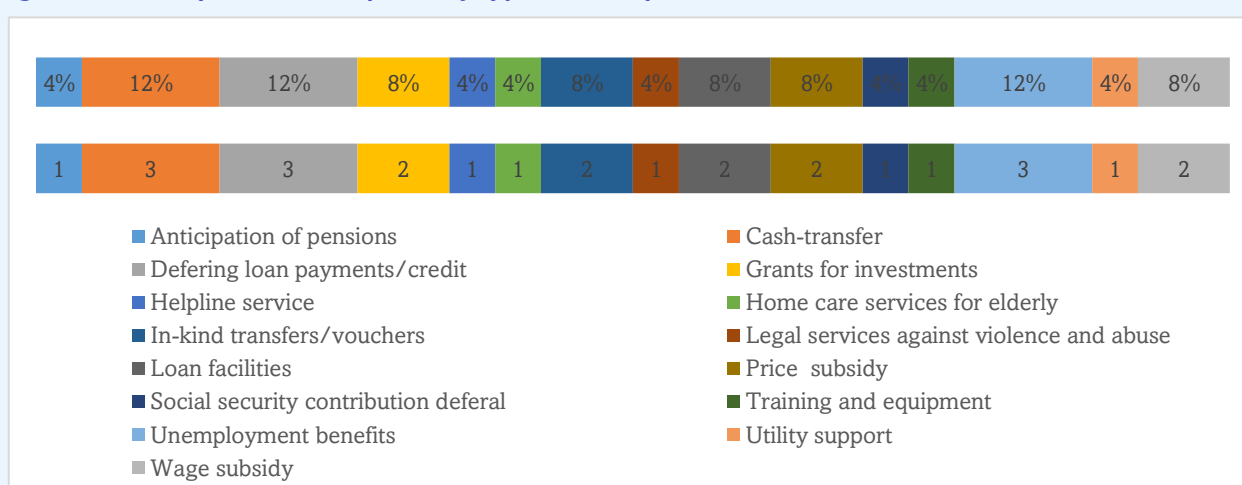
The Government of Barbados introduced major Active Labour Market interventions to support businesses and employment, and to provide unemployment benefits and assistance to people laid off during the COVID-19 crisis. The Ministry of Tourism and International Transport along with the Enterprise Growth Fund Limited (EGFL) and other partners introduced the *Barbados Employment and Sustainable Transformation Plan* (BEST), for keeping the tourism sector active and taking many people off unemployment. The *Barbados Tourism Fund Facility* supported Barbadian hotels offering them loans with low-interest rates and delayed repayment periods. Companies could benefit from the *VAT Loan Fund*. And the National Assistance Board provided its care workers with personnel protective equipment (PPE) and training. **To assist small businesses who were experiencing hardship as a result of the COVID-19 pandemic, the Government also extended benefits to the self-employed who would not have been eligible for unemployment benefits.** The *Business Cessation Benefit* (BCB) provides unemployment monthly benefits of BBD1,500 for self-employed persons who made NIS contributions for the first quarter of 2020. However, self-employed workers have the right to these benefits in April and May only.

Also, the Government responded to the increased social protection needs by strengthening the Passive Labour Market interventions. Passive Labour Market interventions included:

- the National Insurance Board, which provides payment of 60 per cent of earnings to employees working on short weeks for the days they do not work.
- the Small Business Wage Fund, which consists of BBD500 per employee up to five employees for small businesses that retain at least 75 per cent of their staff.
- the Deferral of NIS Contributions.

The Government of Barbados put in place a multi-layered response to the COVID-19 crisis, adopting an array of measures. In the immediate aftermath of the pandemic, in-kind transfers/vouchers, and cash-transfers together with facilitated access to unemployment benefits were essential to providing an immediate response to people laid off or unable to obtain basic goods. These two types of measures corresponded to 19.2 per cent and 11.5 per cent of the total number of measures implied. However, many other types of intervention were made including a set of measures to support the most vulnerable such as home care services, helpline services and legal services, as well as measures to stimulate the economy such as grants and investments in the tourism sector, loan facilities, training and equipment for workers, etc (see Figure 51).

► **Figure 51. Social protection response by type of social protection measures**



Source: Author's elaboration using various sources specified in section State of the social protection sector, page 37 of this report

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► Annex 1. List of ILO Conventions not ratified by Barbados

C014 - Weekly Rest (Industry) Convention, 1921 (No. 14)
C077 - Medical Examination of Young Persons (Industry) Convention, 1946 (No. 77)
C078 - Medical Examination of Young Persons (Non-Industrial Occupations) Convention, 1946 (No. 78)
C106 - Weekly Rest (Commerce and Offices) Convention, 1957 (No. 106)
C110 - Plantations Convention, 1958 (No. 110)
C120 - Hygiene (Commerce and Offices) Convention, 1964 (No. 120)
C121 - Employment Injury Benefits Convention, 1964 [Schedule I amended in 1980] (No. 121)
C124 - Medical Examination of Young Persons (Underground Work) Convention, 1965 (No. 124)
C130 - Medical Care and Sickness Benefits Convention, 1969 (No. 130)
C131 - Minimum Wage Fixing Convention, 1970 (No. 131)
C139 - Occupational Cancer Convention, 1974 (No. 139)
C140 - Paid Educational Leave Convention, 1974 (No. 140)
C141 - Rural Workers' Organisations Convention, 1975 (No. 141)
C142 - Human Resources Development Convention, 1975 (No. 142)
C143 - Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143)
C148 - Working Environment (Air Pollution, Noise and Vibration) Convention, 1977 (No. 148)
C149 - Nursing Personnel Convention, 1977 (No. 149)
C150 - Labour Administration Convention, 1978 (No. 150)
C151 - Labour Relations (Public Service) Convention, 1978 (No. 151)
C152 - Occupational Safety and Health (Dock Work) Convention, 1979 (No. 152)
C154 - Collective Bargaining Convention, 1981 (No. 154)
C155 - Occupational Safety and Health Convention, 1981 (No. 155)
C156 - Workers with Family Responsibilities Convention, 1981 (No. 156)
C157 - Maintenance of Social Security Rights Convention, 1982 (No. 157)
C159 - Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159)
C160 - Labour Statistics Convention, 1985 (No. 160)
C161 - Occupational Health Services Convention, 1985 (No. 161)
C162 - Asbestos Convention, 1986 (No. 162)
C167 - Safety and Health in Construction Convention, 1988 (No. 167)
C168 - Employment Promotion and Protection against Unemployment Convention, 1988 (No. 168)
C169 - Indigenous and Tribal Peoples Convention, 1989 (No. 169)

C170 - Chemicals Convention, 1990 (No. 170)
C171 - Night Work Convention, 1990 (No. 171)
C173 - Protection of Workers' Claims (Employer's Insolvency) Convention, 1992 (No. 173)
C174 - Prevention of Major Industrial Accidents Convention, 1993 (No. 174)
C175 - Part-Time Work Convention, 1994 (No. 175)
C176 - Safety and Health in Mines Convention, 1995 (No. 176)
C177 - Home Work Convention, 1996 (No. 177)
C181 - Private Employment Agencies Convention, 1997 (No. 181)
C183 - Maternity Protection Convention, 2000 (No. 183)
C184 - Safety and Health in Agriculture Convention, 2001 (No. 184)
C185 - Seafarers' Identity Documents Convention (Revised), 2003, as amended (No. 185)
C187 - Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)
C188 - Work in Fishing Convention, 2007 (No. 188)
C189 - Domestic Workers Convention, 2011 (No. 189)
C190 - Violence and Harassment Convention, 2019 (No. 190)
P029 - Protocol of 2014 to the Forced Labour Convention, 1930
P081 - Protocol of 1995 to the Labour Inspection Convention, 1947
P089 - Protocol of 1990 to the Night Work (Women) Convention (Revised), 1948
P110 - Protocol of 1982 to the Plantations Convention, 1958
P155 - Protocol of 2002 to the Occupational Safety and Health Convention, 1981

Source: https://www.ilo.org/dyn/normlex/en/f?p=1000:11210:0::NO:11210:P11210_COUNTRY_ID:103218

► Annex 2. Interview summary

► Institution interview: National Disability Unit

Interview date: 6 and 13 July 2021

Interviewee: John Hollingsworth (NDU Director)

Interviewers: Hazel Elizondo Barboza, Olivia Chase, Karen Bascom, and Catherine Chazaly

► Institution interview: National Assistance Board

Interview date: 8 July 2021

Interviewees: Richard Cummins (Deputy Director), Teresa Hamilton, Kayrene Heallis and Brian Layne

Interviewers: Jose Pacheco Jiménez, Hazel Elizondo Barboza, Olivia Chase, Karen Bascom, Catherine Chazaly, and Andrea Richards-Cummins

► Institution interview: Child Care Board

Interview date: 12 July 2021

Interviewees: Julia Davis (Deputy Director), Alicia Leslie-Payne, Esther Bayley-Smith, Roxanne Sanderson-Weekes, and Ms Graham.

Interviewers: Jose Pacheco Jiménez, Hazel Elizondo Barboza, Olivia Chase, and Karen Bascom

► Institution interview: Welfare Department

Interview date: 23 July 2021

Interviewees: Wayne Nurse, Sharon-Rose Gittens, Sharon Yearwood, Pauline Miller, and Kim Bobb-Waithe

Interviewers: Hazel Elizondo Barboza, Olivia Chase, Karen Bascom, and Catherine Chazaly

Stakeholders consulted on DRM

1. PS Gabrielle Springer, MPEA
2. Mrs Danielle Skeete, Department of Emergency Management
3. Mr Selwyn Brook, District Emergency Organizations, DEM
4. Clive Murray, Caribbean Disaster Emergency Management Agency
5. Jeremy Collymore, Institute of Sustainability Development, University of the West Indies
6. Dr Janice Cumberbatch, Centre for Resource Management and Environmental Studies
7. Marium Alleyne, UNDP
8. Barbados National Union of Fisherfolk Organisations
9. James Paul, Barbados Agricultural Society
10. Barbados Association of Retailers, Vendors and Entrepreneurs
11. Tameshia White, Barbados Statistical Service
12. Derek Lowe, National Insurance Department

- 13. Sherma Edwards-Evelyn, Salvation Army
- 14. Deborah Norville, Welfare Department
- 15. Peterson Yearwood, Barbados Red Cross
- 16. Avril Reid, Lions Club
- 17. Paul Saunders, Rotary Club

► Annex 3. Methodology

The CODI survey for Barbados and the Eastern Caribbean was launched after a preliminary assessment of the stakeholders was conducted. A number of primary and secondary stakeholders were identified to complete a simplified questionnaire. The purpose of the questionnaire was to determine: (i) the programmes carried out by the departments; and (ii) whether the information or data stored by the departments were compatible with what is required by the project.

Having analysed the information from the simplified questionnaire, and conducted a preliminary mapping, the final cohort of departments to be interviewed was identified.

These included:

1. Child Care Board
2. National Assistance Board
3. National Disabilities Unit
4. National Insurance Department
5. Welfare Department

This cohort represented both contributory and non-contributory agencies; the National Insurance Department was the only contributory agency. If the timeframe of the project permitted, it might have been useful to include data from the following social protection partners:

- Bureau of Gender Affairs
- Ministry of Finance, Economic Affairs and Investment
- Ministry of Health and Wellness
- Ministry of Education, Technical and Vocational Training

The original format of the CODI survey is quite lengthy. Given the constraints and limitations presented by the macroenvironment, the survey instrument and interviews were modified by the ILO consultants empathetic to the challenges though careful not to compromise the quality of the data collected. Questions also included disaster risk management and other general questions on the programmes and departments. Notes and minutes from all interviews are included here; not all interviews were electronically recorded. Electronic recordings were shared with interviewers where those were available. Responses to data requests were received from all departments except the National Insurance Department.

Data Collection

Between January to March 2021, extensive literature research as well as semi-structured and informal interviews with key stakeholder and virtual meetings were facilitated to source and collate available data on disaster risk management, climate change adaptation and social protection. This collection process focused on Government entities, civil society and non-governmental organizations involved in preparing for and responding to hazard impacts in Barbados.

For the stakeholder consultations, a snowballing approach was utilized starting with the entity that is legally mandated to coordinate comprehensive disaster management in Barbados, namely the Department of Emergency Management. This approach was used as it allowed stakeholders to recommend others that had responsibility for the specific area that was being explored or had a perspective or knowledge that may be useful to the report.

Sources of information and the list of stakeholders consulted is provided in Annexes I and II.

Challenges met and responses provided

Access to data was the major challenge experienced during the data collection phase and related mainly to (i) the lack of comprehensive data on hazard/shocks with validated impact figures; and (ii) a heavy focus on large scale/national events which led to limited data being captured on recurrent localized hazards/shocks.

During the stakeholder consultations, the following were unanimously highlighted by key stakeholders:

- ad hoc and silo approach to data collection, sharing and use;
- inability to access datasets from multiple agencies; and
- absence of an overarching information management system with data on needs or provision of social assistance that are linked to the hazard profile.

To address the data availability and accessibility challenges, secondary and proxy sources of information were researched. These included exploring any increases in national insurance claims during the last decade, extrapolating and making inferences from existing COVID-19 sources, researching the historical hazards/shocks that affected the fishing, agriculture, vending entities as well as looking at any increases in client's requests for assistance from community/faith-based organizations. Although some data was available and accessible using the proxy sources, a similar challenge was encountered with accessing comprehensive data from the Government sources. Moreover, as the data collected were not related to specific shocks it was impossible at this stage to analyse them.

► **Annex 4. CODI assessment matrix, per programme**

► Non-Contributory programmes CODI, Assessment Matrix

[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

► **Contributory programmes, CODI Assessment Matrix**

[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

► Labour market programme, CODI assessment matrix

	Severance
Inclusiveness Refers to the system's capacity to protect all members of society along the life cycle with special consideration for the most vulnerable	
Gender equality, non-discrimination, and special needs	1
Coverage: non-contributory	N.A
Coverage: contributory	2
Effective coverage	N.D
Accessibility	N.D
Adequacy Refers to the sufficiency of the system's benefit levels	
Benefit levels compared to social protection needs	N.D
Benefit level compared to national benchmarks	N.D
Impact of benefits on economic activity	N.A
Benefits compared to national / programme objectives	N.A
Re-distributory or poverty reduction effects	N.D
Benefit provision and services delivery standards	N.D
Appropriateness Refers to the system's overall arrangements to respond to national context and needs	
Formulation of objectives, targets, and timeframes	1
Alignment of SP policies / programmes / strategy	N.A
Combination of schemes and programmes	4
Composition of expenditure	N.A
Evidence-based policy and programme design	N.D

Respect for rights and dignity Refers to social protection entitlements and implementation arrangements being anchored in law	
Entitlements anchored in law	4
Enforcement mechanisms: public authority, complaint and appeal mechanisms, and public awareness	N.D
Respect for dignity and human rights	N.D
Confidentiality of private information	N.D
Governance and institutional capacity Assesses the system's rules, regulations, roles, responsibilities, and related implementation capacities	
Reporting mechanisms, roles, and responsibilities anchored in law	4
Program implementation guidelines / operational manuals state reporting mechanisms, roles, and responsibilities	N.D
Enforcement mechanisms	N.D
Institutional supervisory capacity	N.D
Staff implementation capacity	N.D
Stakeholder participation	N.D
Financial and fiscal sustainability Refers to the system's financial and fiscal sustainability	
Domestic or external financing	4
Contributory capacity taken into account in financing arrangements	N.D
Alignment of budget allocation with policy priorities	N.D
Long term budget planning in line with demographic developments	N.D
Long term financial commitments considered in legal framework and social protection strategy	1
Reliability and progressivity of social protection financing	4

Coherence and integration	
Refers to the alignment and coherence of the system across its policies, programs, and administrative structures, as well as coherence with related policy areas	
Complementarity of social protection policies / degree of duplication and overlap	N.D
Institutional framework to ensure coordination	N.D
Integration of programme implementation	N.D
Possibility of integrated analysis of social protection financing	N.D
Coherence with other policy areas	N.D
Responsiveness	
Refers to the system's monitoring and evaluation framework and flexibility to adjust / adapt in response to socio-economic crises	
Responsiveness of budget and implementation mechanisms	N.D
Availability, quality, and timeliness of data on trends and social protection programmes	2
Information dissemination mechanisms	N.D
Mechanisms for parametric adjustments	N.D
Coverage of emergency response operations in practice	N.D