

PUBLIC DISCLOSURE AUTHORISED



CARIBBEAN DEVELOPMENT BANK

**COUNTRY GENDER ASSESSMENT (CGA)
GRENADA (FINAL VERSION)**

The views expressed in this publication are those of the authors and do not necessarily reflect the views and policies of the Caribbean Development Bank or its Board of Governors or the governments they represent.

**Prepared by:
Dr. Rawwida Baksh
RAWWIDA BAKSH AND ASSOCIATES**

JANUARY 2014

2014

COUNTRY GENDER ASSESSMENT (CGA)
GRENADA (FINAL VERSION)

PRESENTED TO

THE CARIBBEAN DEVELOPMENT BANK (CDB)

AND

MINISTRY OF SOCIAL DEVELOPMENT AND HOUSING
GOVERNMENT OF GRENADA

DR. RAWWIDA BAKSH

Rawwida Baksh and Associates

January 2014

ACKNOWLEDGEMENTS

This *Grenada Country Gender Assessment (CGA)* was commissioned by the Caribbean Development Bank (CDB), as part of an initiative to conduct ten CGAs in the Bank's borrowing member countries in 2012-2014, in implementing its 2008 *Gender Equality Policy and Operational Strategy (GEPOS)*. This strategic undertaking will not only inform CDB's support to the specific borrowing member countries, but also contribute to advancing gender equality in the Caribbean region.

We would like to thank staff members of CDB for their support and feedback during the project, and extend special thanks to Dr. Carolina Ferracini and Ms. Denise Noel-DeBique.

The Government of Grenada played a pivotal role in the research process. The Government agreed to the use of data and information gathered in preparation of its *Gender Equality Policy and Action Plan (GEPAP)* in this *Grenada Country Gender Assessment*, which were being undertaken simultaneously.

We offer deep gratitude to Hon. Delma Thomas, Minister of Social Development and Housing (MoSD); Ms. Barbara Charles, Permanent Secretary, MoSD; Mr. Timothy Antoine, Permanent Secretary, Ministry of Finance and Energy, Economic Development, Trade, Planning and Cooperatives; and Ms. Elaine Henry-McQueen, Senior Programme Officer, Division of Gender and Family Affairs, MoSD for their leadership and commitment to the conceptualization, research and consultative process.

While it is not possible to name individuals, our sincere appreciation is extended to the Management Team, MoSD; and the Technical Committee and Working Group established to facilitate the development of the *Gender Equality Policy and Action Plan*. Members of the Technical Committee provided statistical data from various Ministries across the public sector. The Working Group assisted with the organization of the sector, area and national consultations. And both the Technical Committee and Working Group participated in a 1-day meeting to review, provide critical feedback, and put forward policy objectives and measures/interventions based on the draft *Grenada CGA*. Staff members of the Division of Gender and Family Affairs played a critical role in both the *GEPAP* and *CGA* processes, and we would like to mention in particular Ms. Jicinta Alexis, Ms. Alice Victor and Mr. Maurice Cox.

We are especially grateful to the men, women and young persons in Grenada who participated in the sector, area and national consultations as well as the focus group meetings and individual interviews held in preparation of the *GEPAP* and *Grenada CGA*.

We wish to thank members of the Caribbean *CGA* expert team (Ms. Linnette Vassell, Dr. Caroline Allen Ms. Tamara Huggins and Ms. Lebrechtta Nana Oye Hesse-Bayne), a community of learning and practice, who have been involved in conducting seven CGAs in Antigua and Barbuda, Barbados, Dominica, Grenada, Montserrat, St. Kitts and Nevis, and St. Vincent and the Grenadines. They have participated in conceptualizing the research project, provided research support, and offering critical feedback. Mention needs to be made of Ms. Aleah Ranjitsingh and Ms. Diane Cummins, who were involved in the early stages.

Finally, we are grateful to Dr. Hyacinth Skervin for organizational and research assistance with the focus group meetings and individual interviews in preparation of the *Grenada CGA*, Ms. Aleah Ranjitsingh for editorial assistance, and Mr. Randy Lall for administrative assistance.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS.....	2
TABLE OF CONTENTS	3
LIST OF TABLES AND FIGURES	5
ACRONYMS AND ABBREVIATIONS.....	7
1.0 EXECUTIVE SUMMARY	9
2.0 INTRODUCTION	9
3.0 METHODOLOGY.....	12
PART I	16
4.0 STATISTICAL GENDER PROFILE.....	16
5.0 COUNTRY GENDER PROFILE	23
5.1 GENDER AND THE ECONOMY	20
5.1.1 Conclusion.....	26
5.1.2 Recommendations.....	26
5.2 GENDER AND PRIVATE SECTOR DEVELOPMENT.....	27
5.2.1 Agriculture and Agri–business	27
5.2.2 Agricultural Economic Models used in Grenada.....	31
5.2.3 Tourism and Eco–Tourism	34
5.2.4 Gender, Access to property, Assets and Productive Resources	37
5.2.5 Conclusion.....	39
5.2.6 Recommendations.....	41
5.3 GENDER AND POVERTY REDUCTION.....	42
5.3.1 Conclusion.....	44
5.3.2 Recommendations.....	45
5.4 GENDER, ECONOMIC INFRASTRUCTURE AND CLIMATE CHANGE.....	45
5.4.1 Conclusion.....	46
5.4.2 Recommendations.....	47
5.5 GENDER, EDUCATION AND EMPLOYMENT	48
5.5.1 Gender, Employment and Labour.....	48
5.5.2 Gender, Education and Training.....	52
5.5.1 Conclusion.....	64
5.5.2 Recommendations.....	66
5.6 GENDER, HEALTH AND WELL-BEING.....	66
5.6.1 Conclusion.....	68
5.6.2 Recommendations.....	69
5.7 GENDER, VIOLENCE AND CRIME	70
5.7.1 Conclusion.....	74
5.7.2 Recommendations.....	75
5.8 GENDER AND DECISION–MAKING	745
5.8.1 Conclusion.....	78
5.8.2 Recommendations.....	79
5.9 GENDER, CULTURE AND SOCIALIZATION.....	79
5.9.1 Conclusion.....	80

5.9.2 Recommendations.....	81
PART II	81
6.0 INTERNATIONAL, LEGAL AND POLICY FRAMEWORK FOR ADVANCING GENDER EQUALITY.....	81
6.1 INTERNATIONAL AND REGIONAL COMMITMENTS FOR PROMOTING GENDER EQUALITY.....	81
6.2 CONSTITUTIONAL PROVISIONS FOR PROMOTING GENDER EQUALITY.....	823
6.3 LEGISLATIVE FRAMEWORK FOR PROMOTING GENDER EQUALITY.....	ERROR! BOOKMARK NOT DEFINED.
6.4 THE NATIONAL GENDER POLICY	86
6.5 GENDER EQUALITY COMMITMENTS IN NATIONAL AND SECTORAL POLICIES	867
6.6 CONCLUSION.....	88
6.7 RECOMMENDATIONS.....	89
7.0 INSTITUTIONAL FRAMEWORK AND CAPACITY FOR GENDER MAINSTREAMING	89
7.1 THE NATIONAL GENDER MACHINERY	889
7.1.1 Status and Capacity of the National Gender Machinery to implement <i>GEPAP</i>	90
7.2 AVAILABILITY OF GENDER EXPERTISE TO/WITHIN GOVERNMENT MINISTRIES.....	901
7.3 GENDER MAINSTREAMING MECHANISMS/PROCESSES	912
7.4 CONCLUSION.....	94
7.5 RECOMMENDATIONS.....	95
PART III.....	96
8.0 CONCLUSION	96
REFERENCES.....	98
REFERENCES FOR STATISTICAL PROFILE (Table 1)	100
APPENDIX I - LIST OF FOCUS GROUP PARTICIPANTS AND INDIVIDUALS INTERVIEWED	102
APPENDIX II - METHODOLOGY.....	104
APPENDIX III - INSTITUTIONAL FRAMEWORK FOR THE IMPLEMENTATION OF <i>GEDAP</i>	106

LIST OF TABLES AND FIGURES

TABLE 1: SUMMARY OF KEY GENDER EQUALITY INDICATORS.....	ERROR! BOOKMARK NOT DEFINED.	19
TABLE 2: SELECTED MACROECONOMIC INDICATORS AND BASELINE PROJECTIONS, 2004 – 11.....		23
TABLE 3: SMALL FARMERS APPROVED FOR GRANTS UNDER THE MINISTRY OF AGRICULTURE’S GRENADA SMALL FARMERS VULNERABILITY REDUCTION INITIATIVE PROJECT (GSFVRIP), BY GENDER, 2013 .	ERROR! BOOKMARK NOT DEFINED.	
TABLE 4: LEADING REGISTERED PRIVATE SECTOR EMPLOYERS BY ECONOMIC ACTIVITY.....		35
TABLE 5: LAND OWNERSHIP BY GENDER.....		37
TABLE 6: LOANS DISBURSED BY THE GRENADA DEVELOPMENT BANK (GDB) BY GENDER, 2012.....		38
TABLE 7: LOANS DISBURSED BY THE NATIONAL DEVELOPMENT FOUNDATION OF GRENADA (NDFG) BY GENDER, 2012		39
TABLE 8: LABOUR FORCE INDICATORS, 1991 – 2010.....		49
TABLE 9: EMPLOYED POPULATION BY INDUSTRY AND GENDER.....		51
TABLE 10: ENROLMENT IN PRIMARY SCHOOLS BY GENDER: 2006/07 – 2012/13.....		53
TABLE 11: REPETITION RATES IN PRIMARY SCHOOLS BY GENDER: 2006/07 – 2011/12.....		53
TABLE 12: DROPOUT RATES IN PRIMARY SCHOOLS BY GENDER, 2006/07 – 2010/11		54
TABLE 13: CARIBBEAN PRIMARY EXIT ASSESSMENT (CPEA) RESULTS AND TRANSITION RATES BY GENDER, 2006 – 2013	ERROR! BOOKMARK NOT DEFINED.	54
TABLE 14: CPEA, MEAN STANDARDIZED SCORES BY SUBJECT AND GENDER, 2013		55
TABLE 15: PARTICIPATION IN SECONDARY SCHOOLS BY GENDER, 2006/07 – 2011/12.....		55
TABLE 16: REPETITION RATES IN SECONDARY SCHOOLS BY GENDER, 2006/07 – 2011/12		56
TABLE 17: DROPOUT RATES IN SECONDARY SCHOOLS BY GENDER, 2006/07 – 2011/12.....		56
TABLE 18: ENTRANTS IN CXC GENERAL PROFICIENCY BY SUBJECT AND GENDER, JUNE 2013.....		57
TABLE 19: CSEC EXAMINATION RESULTS – PARTICIPATION AND PASS RATES BY SUBJECT AND GENDER, 2013.....		59
TABLE 20: STAFF INCLUDING PRINCIPALS IN PRIMARY SCHOOLS, 2006/07 – 2011/12.....		60
TABLE 21: TEACHERS IN SECONDARY SCHOOLS BY GENDER, 2006/07 – 2011/12		60
TABLE 22: PERSONS AWARDED GOVERNMENT SCHOLARSHIPS, 2006 – 2012		61
TABLE 23: MAIN LABOUR FORCE TRENDS BY GENDER, 2001 – 2008		63
TABLE 24: DRUG-RELATED CASES AT THE MAIN PUBLIC HOSPITAL, 2011–2012		67
TABLE 25: NUMBER OF DRUG-RELATED ADMISSIONS TO THE PSYCHIATRIC HOSPITAL BY CONDITION AND GENDER (JAN-DEC 2012).....		68
TABLE 26: DOMESTIC HOMICIDES DUE TO INTIMATE PARTNER VIOLENCE, 2005 – 2009.....		70
TABLE 27: SEXUAL OFFENCES REPORTED IN THE PERIOD 2000 – 2010.....		71
TABLE 28: LEGISLATIVE FRAMEWORK TO ADDRESS GENDER-BASED VIOLENCE.....		72
TABLE 29: NUMBERS OF WOMEN CANDIDATES AND ELECTED MEMBERS OF PARLIAMENT (MPS) IN GENERAL ELECTIONS, 1990 – 2013		75
TABLE 30: COMPOSITION OF BOARDS BY GENDER, 2013.....		76
FIGURE 1: GRENADA’S GDP GROWTH PROJECTIONS, 2001 – 2015		24
FIGURE 2: CONTRIBUTION OF THE GRENADA AGRICULTURE SECTOR TO GDP, 2007 – 2012.....		28
FIGURE 3: PERCENTAGE OF CAPITAL EXPENDITURE ON ALL SECTORS, 2011 – 2012		30
FIGURE 4: PERCENTAGE OF EXPENDITURE ON MAJOR ECONOMIC AND SOCIAL SECTORS, 2011 – 2012		30
FIGURE 5: COMMUNITY-BASED INTEGRATIVE MODEL.....		31

FIGURE 6: TOURISM TRENDS TO GDP, 2007 – 2013	35
FIGURE 7: EMPLOYMENT RATES BY GENDER AND AGE GROUP (2011).....	48
FIGURE 8: ENROLMENT IN T. A. MARRYSHOW COMMUNITY COLLEGE BY GENDER, 2009 – 2012.....	62
FIGURE 9: EDUCATIONAL PARTICIPATION FROM EARLY CHILDHOOD TO TERTIARY LEVELS, 2011.....	63
FIGURE 10: INSTITUTIONAL FRAMEWORK FOR THE IMPLEMENTATION OF GEPAP.....	106

ACRONYMS AND ABBREVIATIONS

AIDS	Acquired Immune Deficiency Syndrome
ARD	Agency for Reconstruction and Development, Grenada
BPfA	Beijing Platform for Action
CAREC	Caribbean Epidemiology Centre
CARICOM	Caribbean Community
CBO	Community-Based Organization
CDB	Caribbean Development Bank
	Convention on the Elimination of All Forms of Discrimination against Women
CEDAW	
CIDA	Canadian International Development Agency
ComSec	Commonwealth Secretariat
CPA	Country Poverty Assessment
CRC	Convention on the Rights of the Child
CSO	Central Statistical Office, Government of Grenada
CWIQ	Core Welfare Indicators Questionnaire
DFID	Department for International Development, United Kingdom
EU	European Union
FBO	Faith-based Organization
GEPAP	Gender Equality Policy and Action Plan, Government of Grenada Gender Equality Policy and Operational Strategy, Caribbean Development Bank
GEPOS	
GFP	Gender Focal Point
GMS	Gender Management System
GNOW	Grenada National Organization of Women
GOGR	Government of Grenada
GPPA	Grenada Planned Parenthood Association
GPRS	Growth and Poverty Reduction Strategy 2012-2016
GRENSAVE	Grenada Save the Children Fund
GREP	Grenada Rural Enterprise Project
HDI	Human Development Index
HIV	Human Immuno-deficiency Virus
HIV/AIDS	Human Immune-deficiency Virus/Acquired Immune Deficiency Syndrome
IADB	Inter-American Development Bank
IAGDO	Inter-Agency Group of Development Organizations, Grenada
IICA	Inter-American Institute for Cooperation on Agriculture
ILO	International Labour Organization
IMF	International Monetary Fund
LACC	Legal Aid and Counselling Clinic, Grenada
MDGs	Millennium Development Goals

MoE	Ministry of Education and Human Resource Development, Government of Grenada
MoH	Ministry of Health and Social Security, Government of Grenada
MoSD	Ministry of Social Development and Housing, Government of Grenada
NGO	Non-Governmental Organization
NIS	National Insurance Scheme, Government of Grenada
OAS	Organization of American States
OAS/CIM	Inter-American Commission on Women, OAS
OECS	Organization of Eastern Caribbean States
PAHO	Pan American Health Organization
PAM	Programme for Adolescent Mothers, Grenada
STIs	Sexually Transmitted Infections
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
UWI	University of the West Indies
WB	World Bank
WHO	World Health Organization

1.0 EXECUTIVE SUMMARY

1. This *Grenada Country Gender Assessment (CGA)*, commissioned by the Caribbean Development Bank, provides a gender analysis of the economic, social and governance sectors in Grenada. The *CGA* has been developed in partnership with the Ministry of Social Development and Housing, the private sector, and civil society in its broadest sense including faith-based organizations. The *CGA* aims for mutual responsibility and accountability in achieving its objectives. This approach is based on the assumption that effective policy development and implementation need to integrate the perspectives and actions of multiple actors within the society.
2. The *Grenada Country Gender Assessment* recognizes and appreciates the differences between men and women based on biological and physiological realities as well as social constructs. All men/boys and women/girls in Grenada require protection from harm, prejudice and discrimination; access to amenities including health care, opportunities for education and training; and fair recourse to justice. However, men's and women's specific requirements of these services, and the ways in which they make use of them, may differ. The *CGA* identifies a range of institutions and thematic areas that must take on board these gender differences to advance gender equality in the society, e.g., the economy, education, employment and labour, health and well-being, gender-based violence, and leadership and decision-making.
3. The *CGA* sets out to promote gender equality, and recognizes that it must be accompanied by equity. Where equality is the ideal or equilibrium which the society strives to attain, equity refers to fairness of treatment of men and women based on their respective needs. It goes beyond equality of opportunity and is concerned with equality of outcomes. This may include treatment that is different but equivalent in terms of rights, obligations, benefits and opportunities. In the current Grenadian context, it includes special measures to address male gender gaps, for example, in health and education. To assume equality among all members of a society is not necessarily to treat them equitably.
4. The *Grenada Country Gender Assessment* takes a developmental approach, where the Government, civil society and private sector will play a lead role in providing citizens with the necessary capacities and opportunities for self and national development. It is also informed by social justice and respect for human rights, and commits the Government to adhering to its national and international obligations to respect, protect and promote human rights. The *CGA* recognizes that to realize the broad national goals of economic growth, poverty reduction and sustainable development, gender-based policy-making, planning and service delivery are necessary, and that equal focus must be placed on social development in order to truly complement economic growth and achieve overall development. It acknowledges that there is a great need for gender sensitization of leaders and decision-makers in the society, and promotes gender training for personnel in the public and private sectors and civil society.

5. The *CGA* gathers and systematizes general statistics, sector data, and qualitative information on gender equality in Grenada; analyzes the links between gender equality and the different life chances of men/boys and women/girls; and critically assesses the country's legal and policy framework, and institutional capacity for gender mainstreaming.
6. It is critical to understand the linkages between gender equality, economic and social factors in enabling Grenada's economic growth, poverty reduction and sustainable development. The nine themes selected for research and analysis are deeply interconnected with these processes, as follows:
 - (i) Men and women are structured differentially and unequally into the national economy. They are both contributors to and beneficiaries of economic development. And fluctuations in economic growth have different impacts on men's and women's lives and livelihoods;
 - (ii) Private sector development, specifically in the agriculture/agri-business and tourism/eco-tourism, sectors are important drivers of enterprise development, economic growth and poverty reduction. Importantly, men's and women's participation are linked to gender-based access to land, credit and other productive assets;
 - (iii) Poverty reduction is critical to address the needs of vulnerable population groups (e.g., male and female single heads of households, youth, the elderly, disabled, etc.) as well as act as a stimulus to economic growth. It includes gender-responsive social security/ protection/ safety nets, child maintenance, etc.;
 - (iv) Economic infrastructure and climate change/adaptation are both indicators and drivers of national and sustainable development;
 - (v) Education and employment are key enabling factors, linked to capacity building for employment in the public/private/civil society sectors and facilitating entrepreneurship. Gender stereotyping in the choice of subjects, and gender-based performance at the secondary level result in men's and women's occupational segregation in the labour market. The other aspect of education/training in Grenada is the high incidence of males and females dropping out of secondary school, with negative economic and social consequences including unemployment, poverty, and the impacts on families and communities;
 - (vi) Health and well-being includes gender-specific diseases, differential male/female use of health services, men's and women's sexual and reproductive health, etc.;
 - (vii) Violence, crime and security include the predominance of male perpetrators of GBV and other forms of violence and criminal activity; and the predominance of male drug users, drug traffickers, and those arrested for criminal offences and incarcerated in prison;
 - (viii) The area of decision-making examines men's and women's representation in parliament, the judiciary, and boards in the public sector, private sector, labour unions and civil society organizations, and opportunities and obstacles to women's leadership and decision-making.

(ix) Finally, cultural beliefs and socialization are critical to both perpetuating and challenging traditional gender roles and stereotypes in Grenadian society.

7. It is critical to note that the area of violence, crime and security in the society is linked to the participation and performance of males in education. The statistical data and qualitative information presented indicate linkages between: high numbers of male dropouts from secondary school; decreasing rates of male labour force participation; predominantly male drug addiction; the high incidence of gender-based violence in the home and community perpetrated largely by males; and psychiatric disorders found predominantly among males linked to drug addiction and other social/economic factors. It needs to be borne in mind that apart from the human and social cost to individuals, families and communities, there is also an economic cost of educational dropouts and under-achievement, drug addiction, psychiatric disorders, crime and violence – to the education, health and security sectors, as well as to the national goals of economic growth, poverty reduction and sustainable development.
8. Importantly however, the often articulated perception (among politicians, decision-makers in the public/private/civil society sectors, and the man/woman on the street) that “boys/men are at risk”¹ masks a much deeper set of gender inequalities, inequities and gaps in Grenadian society. For example, there is a high incidence of teenage pregnancy (see section 5.6) and girls dropping out of secondary schools (see section 5.5). In addition, it is evident that women’s participation in the labour force is lower than men’s (particularly in Carriacou and Petite Martinique),² while they perform the lion’s share of unpaid reproductive work in the home. What seems to be the case is the **high visibility** of men’s/boys’ economic and social distress due to the ways in which it is being expressed (e.g., educational dropouts, drug addiction, violence and crime, arrests and imprisonment, psychiatric disorders, suicide, lower life expectancy, etc.), and the **relative invisibility** of women’s/girls’ economic and social hardship since it is often hidden in the home and family (e.g., teenage pregnancy, single parenting, female household headship, poverty,³ dependence on men for economic support and child maintenance, gender-based violence, transactional sex, etc.).
9. The *Grenada Country Gender Assessment* comprises three main parts:

Part I – Statistical data and context analysis, which provides a gender-based statistical profile and situational analysis of Grenada.

¹ The “men at risk” thesis was first articulated by Errol Miller in the 1990s and gained currency across the Caribbean region over the subsequent two decades.

² The area consultations and focus group discussions held in Carriacou and Petite Martinique suggest higher rates of female unemployment and under-employment than the national average. However, there was no available statistical evidence to support this.

³ This is not to deny the importance of the Country Poverty Assessments (CPAs) conducted by the Caribbean Development Bank (CDB) in analyzing the quantitative and qualitative dimensions of poverty and thus making it visible in Grenada and CDB’s other borrowing member countries.

Part II - Legal and institutional framework, which undertakes a gender assessment of Grenada's constitutional and legislative framework, as well as the country's institutional framework and capacity for gender mainstreaming.

Part III – Strategic entry points for CDB, which lays out the key areas for intervention and actions to be taken to advance gender equality in partnership with the Government, civil society and the private sector.

2.0 INTRODUCTION

10. The Caribbean Development Bank's *Gender Equality Policy and Operational Strategy (GEPOS)* aims to embed gender equality into the DNA of the organization's work and culture. The Bank recognizes that considerable effort is required to ensure that gender equality is integrated into all policy design, project planning and implementation. It is particularly cognizant of the challenges involved in linking gender mainstreaming to its 2010-2014 strategic objectives of: promoting economic growth and inclusive social development; supporting environmental sustainability and disaster risk management; promoting good governance; and enhancing organizational efficiency and effectiveness.
11. CDB in collaboration with the government of Grenada have thus undertaken a new initiative to develop the *Country Gender Assessment (CGA)* of Grenada, which provides a situational analysis of gender equality, to inform Grenada's national planning and programming processes, as well as the Bank's programme portfolio (loans, grants and technical assistance), particularly with regard to the areas of economic growth, poverty reduction and sustainable development.
12. This *Grenada CGA*:
 - Gathers and systematizes general statistics, critical sector data, and qualitative information on gender equality in Grenada;
 - Analyzes the links between gender equality and the different socio-economic life chances of men/boys and women/girls;
 - Critically analyzes the country's legal, policy and institutional framework for gender equality;
 - Critically assesses the national capacity for gender mainstreaming, with special attention to the role and performance of the national gender machinery, government agencies, the private sector and civil society; and
 - Identifies entry points, opportunities and constraints to enable CDB to provide a gender-responsive programme of support to Grenada in areas including poverty reduction, economic growth, economic infrastructure and sustainable development, within the framework of the Bank's strategic priorities (2010-2014).

WHY THE NEED FOR GENDER JUSTICE?

13. The pursuit of gender justice is anchored in international and regional commitments and instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979), the Convention on the Rights of the Child (CRC, 1989), the Beijing Platform for Action (BPfA, 1995), the Millennium Development Goals (MDGs, 2000), the Inter-American Convention on Human Rights (1969), the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (Convention of Belém do Pará, 1994), and specifically for this CGA, the constitution of Grenada, the Government's current national development framework as articulated in the *Growth and Poverty Reduction Strategy (GPRS) 2012-2016* and its forthcoming *Gender Equality Policy and Action Plan (GEPAP)*.
14. The 'gender agenda' is based on the premise that promoting equality between men/boys and women/girls has positive long-term socio-economic and developmental consequences, and is essential in the fight against poverty and the achievement of economic growth and sustainable development, and especially for people's full enjoyment of their fundamental rights and freedoms. Another approach is to examine the cost to a society's economic and social development of *not* advancing gender equality.⁴ Ensuring that gender equality is fully embedded in development policy-making, planning and programming decisions requires a clear understanding of why 'gender' is important. A gender analysis helps to explain how a society, by virtue of its belief system (based on its history, population, culture, religion, etc.), places different and unequal values on men/boys and women/girls, expects them to perform gender-specific social roles and responsibilities, and holds different expectations about male/female attitudes, behaviours, etc. Thus, men/boys and women/girls tend to engage in and experience society very differently and unequally. The focus on gender equality must necessarily address the different/specific ways in which men/boys and women/girls are integrated into and affected by political, economic, social and cultural systems, to ensure that the needs of both are considered and addressed.

GENDER INEQUALITY AND POVERTY

15. Amartya Sen's *entitlements and capabilities' approaches* (1993; 1999) contends that poverty reflects deprivation not only in income and consumption, but importantly also in entitlements and capabilities such as health, education and civil liberties and agency. These and other entitlements/capabilities allow individuals the freedom to choose and convert their resources into well-being, i.e., to establish personal goals and have realistic means of attaining them.

⁴ Please note that this approach of quantifying the cost to a society's economic and social development of *not* promoting gender equality is an emerging one, which is beyond the scope of this *Grenada CGA*.

16. The **social exclusion approach** analyzes how and why particular groups are systematically denied rights, livelihoods, and sources of well-being which they should properly enjoy. This approach also includes considerations of exclusion from security, justice, representation and citizenship. Poverty is thus regarded as multidimensional – incorporating political and social realities. Importantly, social exclusion is concerned with agency and thus “goes beyond entitlement analysis by looking more deeply at the processes behind entitlement failure.”
17. **Rights-based approaches.** The core principles underlying the human rights framework are universality and indivisibility, equality and non-discrimination, participation and inclusion, and accountability and the rule of law. They recognize that power relations are key to securing rights and that access to and participation in the political process are prerequisites for making claims and ensuring that these are heard and understood.
18. Recent rights-based development approaches and frameworks (e.g. human rights, social exclusion and capabilities) all justify and support the imperative to promote equality between men and women at all levels in the society, underpinned by the international, regional and national commitments that Caribbean governments have made to reduce poverty, and achieve economic growth and sustainable development.

GENDER EQUALITY AND POVERTY REDUCTION, SUSTAINABLE LIVELIHOODS AND ECONOMIC GROWTH: ANALYTICAL FRAMEWORK

19. For decades, the Caribbean has used the classic consumption-based definition of poverty for measuring and monitoring the levels of absolute poverty in the region. However, while poverty and inequality are still largely understood and evaluated in strict economic terms, it is now fairly common to speak of the ‘multidimensional nature’ of inequality and poverty.
20. The four main dimensions of poverty encapsulated by the World Bank (2001) – **opportunities, capabilities, security** and **empowerment** – provide a useful framework for this study, as they incorporate the ‘entitlements’, ‘capabilities’, ‘social exclusion’, and ‘rights-based’ approaches discussed above. The *CGA* adds to these the understanding that in the Caribbean, men and women are not homogeneous groups and other factors such as race/ethnicity/colour, socio-economic status, age, urban/rural location, physical and mental ability etc. affect gendered experiences and outcomes.
21. **Opportunities:** To what extent do men and women have access to labour markets, employment opportunities and productive resources, and with what consequences for gender equality, poverty reduction, sustainable livelihoods and economic growth? What are the constraints for women and men due to the fragility of the labour market in the context of the collapse of the banana and sugar industries, the impact on tourism resulting from the 2008 global economic crisis, and the uncertainties of the CARICOM Single Market and Economy (CSME) regional economic cooperation mechanism and the

external Economic Partnership Agreement (EPA)? And what are the opportunities for men and women in the emerging niche markets such as agri-business and eco-tourism and other economic diversification initiatives, and their impact on sustainable livelihoods and economic growth?

22. **Capabilities:** To what extent do women and men have access to core functional entitlements/capabilities such as health, education and training, basic amenities and services (such as water and sanitation), and civil liberties, and are able to convert their entitlements/capabilities into sustainable livelihoods? In the current Caribbean and global context, this includes girls/women and boys/men's access to ICTs including mobile phone technology and its potential for social well-being as well as economic activity (e.g., operating an enterprise virtually, setting up internet-based businesses, linking innovative Caribbean products to global value chains, etc.).
23. **Security:** What differential risks (due to economic downturns, domestic and civil violence, natural disasters and climate change) do men/boys and women/girls encounter? This moves the discussion beyond the focus on state security to include the impact of high male dropout rates and under-performance at all levels of the education system (*Caribbean Human Development Report, 2012*), and human security including the increasing incidence of gender-based violence as well as gang violence and criminal activity related to trafficking in drugs, arms, humans, etc.
24. **Empowerment:** To what extent and through what processes do women/girls and men/boys have a voice in decision-making at the household, community and national levels? How do power relations (*overt, covert and ingrained* – see above) influence their participation in decision-making? To what extent are women and men able to access affordable quality services and hold service providers accountable? To what extent do girls and boys subscribe to traditional or changing gendered identities in their relationships (e.g., at school, in organizations, etc.)?
25. The **Economic Systems Framework**, which underscores the dynamic relationship between economic development and gender equality and their interactions within **households** (including intra-household decision-making, and access to resources), **formal institutions** (e.g., legal system, banking/credit system, education system), **informal institutions** (which include gender belief systems, values, attitudes and behaviours), and **markets** (including occupational segregation in the labour market, the kinds and sizes of enterprises that in which men and women are engaged, and the differential access that men and women have to credit through the banking/credit institutions) (ILO, 2010; Quoted in CDB, 2012: 3).
26. Utilizing such an analytical framework thus allows for a larger understanding of inequality and poverty in the Caribbean and thereby aids in the formulation and promotion of key recommendations and policy documents to address such.

3.0 METHODOLOGY⁵

27. The Government of Grenada, led by the Ministry of Social Development and Housing, is currently in the process of developing a national *Gender Equality Policy and Action Plan (GEPAP)*.⁶ Strategically, CDB's preparation of the *Grenada Country Gender Assessment (CGA)* has coincided with this process, and it has been agreed by both institutions to work collaboratively and thus maximize and deepen the data collection and gender analysis.⁷
28. The methodology for the collection of primary data to fill information gaps and enhance the *Grenada CGA*, included the conduct of **focus group discussions** and **semi-structured interviews** on five themes (see below) which reflect areas aligned with CDB's strategic interest in economic growth, poverty reduction, and environmental sustainability and climate change.
- Gender, agriculture, rural development and agri-business;
 - Gender, tourism and eco-tourism;
 - Gender, education/training and labour/employment;
 - Gender, unemployment, poverty and social safety nets; and
 - Gender, violence and crime.
29. **Limitations of the Grenada CGA:** In general, it needs to be noted that the compiling and analysis of sex-disaggregated data has suffered from the lack/inadequacy of gender-sensitive data collection systems by key institutions in Grenada. The Statistical Profile (Section 4) was compiled through desk/internet searches of regional and international databases, and enhanced by data specifically gathered for this *CGA* and *GEPAP*. It has not been possible to access statistical data for Carriacou and Petite Martinique, and thus the observations made about gender issues on these islands are based on the area consultations and focus group discussions.

PART I

4.0 STATISTICAL GENDER PROFILE

30. The gender statistical profile (see table 1 below) sets out core sex-disaggregated statistics and indicators in areas including population, income, poverty, social development, sexual and reproductive health, leadership and decision-making, and gender-based violence.

⁵ For a fuller discussion of the Methodology used, see Appendix II.

⁶ The process of developing the national *Gender Equality Policy and Action Plan (GEPAP)* has been taking place – in the period July 2013 - February 2014.

⁷ The consultant working with the Government of Grenada on the *Gender Equality Policy and Action Plan (GEPAP)* has also been CDB's expert for the *Grenada CGA*, which has facilitated the partnership building, synergy and coherence between both processes of data gathering, analysis, report preparation, and convening of the national consultation.

31. The data in table 1 indicate that Grenada has performed relatively well with regard to the following human development indicators:
- Life expectancy – Males: 71.0 years and Females: 76.35 years (2012);
 - Gini coefficient – 0.37 (2008) – the extent to which the distribution of income by household within an economy deviates from a perfectly equal distribution;
 - Universal primary education (2013);
 - Maternal mortality rate – 0.4% (2012), placing Grenada at 132nd in the global ranking, indicating a comparatively low maternal mortality rate; and
 - The percentage of women in parliament – 33.3% in the Lower House, and 15.4% in the Senate (2013).
32. However, table 1 also indicates that Grenada's gender inequality index (GII), which measures three aspects of gender inequality – reproductive health, empowerment, and economic activity – has not been calculated by the United Nations Development Programme (UNDP), because of the unavailability of relevant country data. Women's labour force participation is lower than men's.
33. The population of Grenada stands at 105,539, comprised of 53,008 males and 52,531 females, representing a male : female sex ratio of 50.23% : 49.77% (Central Statistical Office, GOCR, 2011 Population Census). Children aged 0–14 years constitute 24.7 percent of the population; the youth population aged 15–24 years represent 17.1%; and those over 64 years old (some measure of the elderly) comprise 9.2 percent of the population (CIA, 2013).
34. *Life expectancy* at birth is 73.68 years, with males having a life expectancy of 71 years and females 76.35 years, indicating that women are living longer than men in Grenada (Ministry of Health, GOCR, 2013).
35. The *fertility rate* is 2.21 – a rate of two children per woman is considered the replacement rate for a population, resulting in relative stability in terms of numbers, all other factors being equal (for example, out migration). The *adolescent fertility rate* is high at 12.4%, indicating the percentage of female teenagers aged 13–19 who gave birth (Ministry of Health, GOCR, 2013).
36. *Male-headed households* comprise 58.9% or 20,339 of all households in Grenada, while *female-headed households* comprise 41.1% or 14,178 (Central Statistical Office, GOCR, 2011 Population Census). There are thus more male-headed than female-headed households in Grenada, representing a ratio of approx. 3 : 2.
37. In 2001, the overall labour force participation rate was 60.3%, with 72.0% of males participating compared to 48.5% of females. By 2011, the overall participation rate increased slightly to 60.5%, comprising 67.4% of males and 53.5% of females. While female labour force participation increased in 2011, it was still unequal at (M) 67.4% : (F) 53.5% (CSO, GOCR, Population and Housing Censuses 2001 and 2011). Similarly, 31.8% of

females in the labour force were unemployed in 2011 compared to 17.9% of males, indicating a higher unemployment rate for women in Grenada (CDB, 2008c).

38. Since 1995, women have achieved one fifth of elected parliamentary seats in Grenada. Currently, as of the February 2013 national elections, women have achieved a critical mass of elected seats in the Lower House of Parliament (5 out of 15 or 33.3%) and 2 out of 13 appointed seats (15.4%) in the Senate. The country is currently ranked at 23 out of 142 democracies in the Inter-Parliamentary Union world classification.⁸ Grenada also currently has two women ambassadors out of a total of seven (or 29%) in the Foreign Service.⁹

⁸ See IPU world classification of “Women in National Parliaments at: <http://www.ipu.org/wmn-e/classif.htm>

⁹ Data accessed from the Ministry of Foreign Affairs, Government of Grenada, November 2014.

TABLE 1: SUMMARY OF KEY GENDER EQUALITY INDICATORS¹⁰

INDICATORS	MALES	FEMALES	TOTAL	SOURCES ¹¹
Total population (2011)	2011: 53,008 (50.23%) 2001: 51,381 (49.82%)	2011: 52, 531 (49.77%) 2001: 51,753 (50.18%)	2011: 105,539 (100%) 2001: 103,134 (100%)	CSO, Government of Grenada, Population and Housing Censuses 2001 and 2011
Total population 0-14 years old (2013) Or some measure of the child population.	13,962	13,101	24.7% of total population	CIA
Total population 15-24 years old (2013) Or some measure of the youth population.	9,310	9,474	17.1% of total population	CIA
Total population over 64 years old (2013) Or some measure of the elderly population.	4,601	5,520	9.2% of total population	CIA
Numbers/percentages of male and female-headed households (2011)	20,339 (58.9%)	14,178 (41.1%)	34,517 (100%)	CSO, Government of Grenada, Population and Housing Censuses 2001 and 2011
GNI per capita in PPP terms (2012) The GNI is similar to the gross national product (GNP), except that in measuring the GNP indirect business taxes are not deducted.	-	-	US\$7110	World Bank
Gini coefficient (2008) The Gini Index measures the extent to which the distribution of income by household within an economy deviates from a perfectly equal distribution.	-	-	0.37	CDB (2008c)

¹⁰ Please note that N/A = not available.

¹¹ See the list of References for the source(s) of the individual indicators.

INDICATORS	MALES	FEMALES	TOTAL	SOURCES ¹¹
Human development index (HDI) (2012) Grenada is ranked at 63 rd globally.	-	-	0.770	UNDP
Gender inequality index (GII) The GII measures three aspects of gender inequality: reproductive health, empowerment, and economic activity. It indicates the loss in human development due to gender inequalities in the three areas.	-	-	N/A	UNDP
Labour force Participation Rate (2011) The male labour force participation rate has declined in the decade from 2001 to 2011, while the female rate has increased. The total labour force participation rate has remained relatively constant.	2011: 67.4%; 2001: 72.0%	2011: 53.5%; 2001: 48.5%	2011: 60.5%; 2001: 60.3%	CSO, Government of Grenada, Population and Housing Censuses 2001 and 2011
Unemployment rates (2008)	17.9% of the labour force	31.8% of the labour force	24.9% of the labour force	CDB (2008c)
Poverty Line (2008) Per annum per adult.	-	-	2008: EC\$ 5,842	CDB (2008c)
Poverty Headcount Index (Poverty Rate) (2008) The poverty rate increased from 1998 to 2008.	-	-	2008:37.7% 1998: 32.1%	CDB (2008c)
Poverty: Indigence Line (2008) The indigence line provides an estimated expenditure for an average adult to meet the minimum food requirements necessary for maintaining a healthy existence.	-	-	2008: EC\$ 2,394	CDB (2008c)
Poverty: Indigence Rate (2008) The Indigence Rate dropped significantly from 1998 to 2008, indicating that fewer persons were consuming below the accepted minimum level of nutrition in 2008.	-	-	2008: 2.4% 1998: 12.9%	CDB (2008c)
Poverty: Vulnerability Line (2008) Set at 25% above the poverty line. Households consuming at levels below the vulnerability line are	-	-	2008: EC\$ 7,302	CDB (2008c)

INDICATORS	MALES	FEMALES	TOTAL	SOURCES ¹¹
deemed to be 'vulnerable'.				
Poverty: Vulnerability Rate (2008) The Vulnerability Rate was not calculated in 1998.	-	-	2008: 14.6% 1998: N/A	CDB (2008c)
Remittances (2008) Money, gifts, barrels of household goods and clothing from family and friends at home and abroad. Calculated by the percentage of households receiving remittances.	-	-	30.7% (households in the poorest quintile); 12.0% (all households)	CDB (2008c)
Literacy rates (2013) Age 15 and over has ever attended school	-	-	98%	Ministry of Education, GOCR
Mean years of schooling (2013)	-	-	Pre-Primary: 2; Primary: 7; Secondary: 5	Ministry of Education, GOCR
% of total primary school completion (2012) This indicator is also known as "gross intake rate to the last grade of primary".	-	-	99.9%	Ministry of Education, GOCR
Secondary school enrolment (2012)	-	-	Total number of students: 10,375	Ministry of Education, GOCR
Life expectancy at birth (2013) Life expectancy at birth indicates the number of years a newborn infant would live if prevailing patterns of mortality at the time of its birth were to stay the same throughout its life.	71.0 years	76.35 years	73.68 years	Health Sector Situational Analysis (2013), Ministry of Health, GOCR
Fertility rate (2013) A rate of two children per woman is considered the replacement rate for a population, resulting in relative stability in terms of total numbers.	-	-	2.21	Health Sector Situational Analysis (2013), Ministry of Health, GOCR
Adolescent fertility rate (2013) Females (teenagers) aged 13-19 who gave birth.	-	12.4%	-	Health Sector Situational Analysis (2013), Ministry of Health, GOCR

INDICATORS	MALES	FEMALES	TOTAL	SOURCES ¹¹
Maternal mortality rate (2013) Maternal mortality per 100,000 women.	-	0.4%	-	Health Sector Situational Analysis (2013), Ministry of Health, GOGR
% of 15-24 year olds who had sexual intercourse before age 15 (2010-2011)	35.9%	11.9%	21.5%	OECS/UWI
% of population aged 15–49 who have had sexual intercourse with more than one partner in the last 12 months (2010-2011)	24.9%	11.6%	16.9%	OECS/UWI
% of population aged 15–49 who had more than one partner in the past 12 months who used a condom during their last sexual intercourse (2010-2011)	69.4%	63.3%	66.9%	OECS/UWI
Males/females in Parliament (2013)				
▪ House of Representatives – Lower House (2013)	10 (66.6%)	5 (33.3%)	15 (100%)	IPU
▪ Senate – Upper House (2013)	11 (84.6%)	2 (15.4%)	13 (100%)	IPU
Male/female diplomats (2013)	5 (71.4%)	2 (28.6%)	7 (100%)	Ministry of Foreign Affairs, GOGR
Reported cases of gender-based violence (25 Feb – 30 Jun 2013)	4 victims (10.8%)	33 victims (89.2%)	37 victims (100%)	Community Relations, Royal Grenada Police Force
Persons charged with sexual offences (2011)	124 (100%)	0 (0%)	124 (100%)	Royal Grenada Police Force
Males/females charged for various criminal offences by the police (2011)	5,694 (89.7%)	653 (10.3%)	6,347 (100%)	Royal Grenada Police Force
Males/females in prison for various criminal offences (Nov 2013)	444 (98.2%)	8 (1.8%)	452 (100%)	Royal Grenada Police Force

5.0 COUNTRY GENDER PROFILE

5.1 GENDER AND THE ECONOMY

39. According to the *Country Strategy Paper (CSP) 2009-2011*, Grenada had a per capita GDP of USD \$5,941.5 in 2008, which ranked it as a middle income country and positioned the country above the Windward Island's average per capita GDP of USD \$5,633.5, but behind other OECS countries such as Anguilla (USD \$19,087.4). Grenada typically had a positive long-term growth rate of approx. 4%, and in the decade prior to 2004 the country averaged 4.8% growth per annum. During this period, growth accelerated to 7% p.a. between 1996 and 2001, twice the average GDP growth of the OECS region due to increased activity in construction, telecommunications, manufacturing, tourism and the offshore sector (CDB, 2009: 3).

TABLE 2: SELECTED MACROECONOMIC INDICATORS AND BASELINE PROJECTIONS, 2004-11

Item	2004	2005	2006	2007	2008	2009 ^P	2010 ^P	2011 ^P
GDP growth (% annual change)	-5.7	11.0	-2.3	4.9	2.2	-5.0	0.9 ^{I/}	3.2 ^{I/}
CPI Inflation (avg. % change)	2.2	3.5	4.3	3.9	8.0	1.0	3.0	3.5
External Current Account Balance, % GDP	15.6	42.9	35.1	42.7	43.5	31.1	30.5	29.3
Overall Fiscal Balance, % GDP ^{I/}	-3.1	4.6	-6.4	-6.6	-7.5	-5.4	-5.0 ^{I/}	-5.6 ^{I/}
Primary Balance, % GDP	3.7	6.8	-4.5	-4.6	-4.4	-3.3	-2.0	-2.8
Current Balance, % GDP	-1.9	4.8	4.5	5.0	1.3	0.5	-0.6	-0.5
Public Sector Debt, % GDP	120.5	107.1	111.3	108.0	108.6	109.4	109.0	104.6
Debt Service, % current revenue	39.6	23.5	12.8	13.0	17.5	21.6	29.3 ^{I/}	27.9 ^{I/}

^P: Projection. ^{I/} Baseline projections based on current policies.

Source: Ministry of Finance, ECCB and CDB projections

Source: Country Strategic Paper, Grenada, 2009

40. However, more recent Government of Grenada and IMF statistics¹² indicate that real economic growth shrank by 2% every year since 2001 while the GDP increased by only 1.1% in 2011 and 1.5% in 2012. In addition, Grenada's debt ceiling rose from 102% of GDP in 2002 to 108% of GDP in 2012¹³ according to Government figures, giving it the distinction of being the most indebted country in the Caribbean.¹⁴ IMF estimates are more conservative, at 102.4% in 2010 and 103.3% in 2011. The 2008 global recession thus compounded the situation by stymieing new growth trends after the devastation caused by Hurricanes *Ivan* in 2004 and *Emily* in 2005. This has resulted in shifts in key development priorities due to slow macro-economic growth and foreign direct

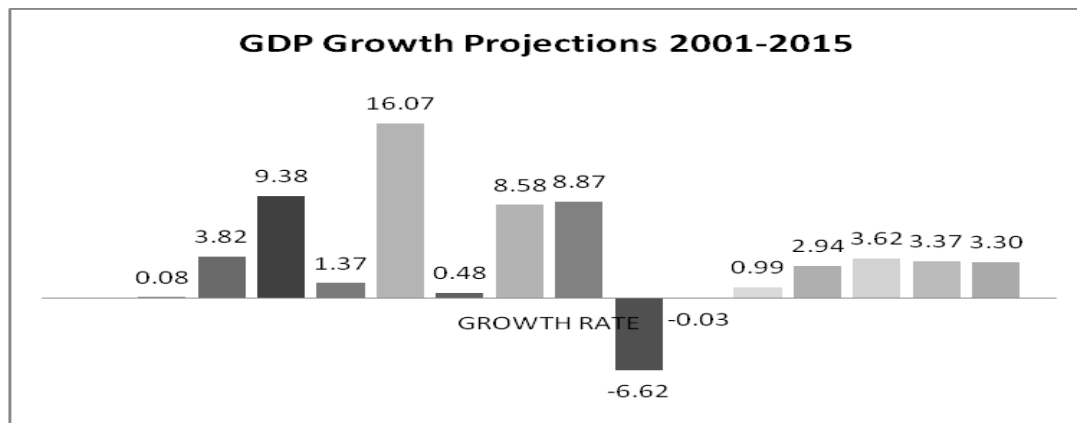
¹² This analysis draws on presentations made on the economy at the "Grenada Debt Relief Consultation", convened by the Council of Churches (a civil society organization) in St. George's, Grenada in September 2013, and collated by Dr. Hyacinth Skervin.

¹³ UNDP paper/presentation, "Grenada Debt Relief Consultation", St. George's, September 2013, p. 2.

¹⁴ Oral presentation by Jubilee Germany, "Grenada Debt Relief Consultation", St. George's, September 2013.

investment (FDI) especially where the tourism industry is concerned. This, coupled with a period of high inflation and an increased public debt, has impacted heavily on micro and small business and poor women, men and children, because of reduced resources for funding social programmes and other safety nets to deal with poverty and unemployment. Thus economic growth has been inconsistent for Grenada, as seen in the economic projection data reflected in Figure 1 below.

FIGURE 1: GRENADA’S GDP GROWTH PROJECTIONS, 2001-2015



Source: Central Statistical Office, Ministry of Finance, Government of Grenada, 2013

41. The *CSP 2009-2011* notes that Grenada has one of the more diversified economies in the OECS region: the country has a relatively moderate level of value added in agriculture as a percentage of GDP (6% in 2008), and a relatively high level of value added in services (74% in 2008). Within the services sector, hotels and restaurants account for approximately 6% of GDP, transportation 12%, retailing and wholesaling 8%, banks and insurance 11.5%, and ‘other’ services (including education services) 19%. Light manufacturing and construction both contribute 8% to GDP. Tourism is the country’s main foreign exchange earning activity, and nutmegs, spices, cocoa, and light manufactured goods constitute its main export products (CDB, 2009: 3). The agriculture sector also supports 24% of the country’s employment

42. Grenada is also a signatory to major regional and international trade agreements, some of which have figured strongly in the country’s economy. Most recently, the CARIFORUM-EU Economic Partnership Agreement (EPA) which was signed in 2008, allows for trade between Grenada and 14 other CARIFORUM states and 27 European Union member states. Further economic and regional integration has been further forged within the Organization of Eastern Caribbean States (OECS) and CARICOM Single Market and Economy (CSME).

43. The *Growth and Poverty Reduction Strategy (GPRS), 2012-2016*¹⁵ identifies the following key priorities: (i) Promoting domestic entrepreneurship and small business development; (2) Economic diversification through strengthening of the knowledge-based component of the economy; (3) Improving female employment levels; (4) Ensuring sound macro-economic management as a basis for growth; (5) Ensuring food security and linking the agricultural sector to the tourism industry; (6) Strengthening the tourism product; (7) Strengthening and expanding education (including skills training,) health and wellness; (8) Streamlining and strengthening the social protection system to assist the most vulnerable; (9) Undertaking land reform; (10) Ensuring a relatively even special distribution of economic activity; and (11) Strengthening governance systems, especially at the local level (GOGR/CDB, 2012: 4).
44. However, with its burden of debt repayment, the Government of Grenada has had little room for fiscal expansion in investments and social costs. Thus the economic growth and poverty reduction programmes being undertaken by the Government, private sector and civil society are situated within this continuing climate of limitations. Each grouping has configured responses for its constituency(ies) based on its assessment of the situation in Grenada as well as external factors (such as access to donor funding by civil society organizations). There is a deep perception in the society that there is a lack of synergy in the programmes being implemented by the Government, private sector and civil society. As attested by both empirical data and responses during the sector, area and national consultations as well as focus groups and individual interviews held, social and gender programmes are perceived as being a low priority in Grenada's slow growth economy.
45. Yet there are industry areas to be targeted in developing programmes that would optimize the participation of men and women in economic growth. Pursuing gender-responsive economic strategies requires new conceptions of development that are not limited to economic growth. Rather, development needs to be viewed as a multi-faceted process with political, economic, social and cultural dimensions in which gender is a fundamental factor. It requires data and analysis on where men and women are positioned in the formal and informal economy, the gender segregation of occupations, the recognition of the economic value of unpaid reproductive work, and a commitment to ILO's decent work agenda with regard to issues of remuneration, conditions of work, etc. to ensure that workers are not simply viewed as instruments of economic growth to their detriment. Emphasis on export-led growth and liberalization of services requires attention to gender differentials and inequalities in market access, and their specific impacts on men and women. Recognition of the different perspectives of men and women both as producers and consumers of services, will enable better understanding of

¹⁵ The *GPRS 2012-2016* was intended to be the country's five-year medium-term national development plan, with a focus on economic growth and poverty reduction. However, due to structural changes in Grenada's political economy, the *GPRS* is currently in the process of being revised. Interview with Mr. Timothy Antoine, Permanent Secretary, Ministry of Finance, 27 August 2013.

the impact of investments and infrastructure on socio-economic development and the environment.

5.1.1 CONCLUSION

46. The Grenadian economy, as in other Caribbean societies grappling with the global economic crisis, is marked by debt restructuring, increased privatization, downsizing of government, and shrinking government expenditure on job creation and social programmes.
47. Grenada has responded to the crisis through seeking to diversify its production of goods and services, and to tightening spending in the public sectors. However, it must also seek to transform the goals of economic policy to include gender equality and social justice, and promote the equitable and sustainable economic and social development of men and women.

5.1.2 RECOMMENDATIONS

- (i) Integrate gender equality and social justice criteria into economic policy and implementation, trade negotiations and technical co-operation agreements, and poverty reduction strategies and programmes.
- (ii) Introduce gender-responsive budgeting in national budgets, planning, implementation, and monitoring and evaluation.
- (iii) Promote gender-responsive, long-term economic growth and poverty reduction strategies that are based on the natural and human resources of Grenada.
- (iv) Target strategic interventions to reduce poverty among the most vulnerable groups.
- (v) Ensure that sex-disaggregated statistics are included in national data collection systems related to the economy and poverty reduction.

5.2 GENDER AND PRIVATE SECTOR DEVELOPMENT

5.2.1 AGRICULTURE AND AGRI-BUSINESS¹⁶

48. Grenada traditionally produced three main export crops: cocoa, nutmeg and bananas. The effects of the World Trade Agreements have eroded the export opportunities for bananas, while the nutmeg industry has not fully recovered from the devastation of Hurricane Ivan. These, together with a general policy shift from an agriculture-based economy, have hurt the rural economy, which has relied heavily on the agricultural sector for formal and informal employment, as well as local food production. The *Land Utilization Survey* conducted by the Agency for Reconstruction and Development (ARD) indicates that 71% of the farms were less than five acres in size, 77% of farmers had not gone beyond primary education, and two-thirds were engaged in agriculture on a full-time basis. Overall, the value of agricultural products declined from EC\$54.5 million in 2001 to EC\$46.3 million in 2003, with both price and quantity showing volatility from 1998 to 2005 (GOGR, CEDAW, 2009: 4).
49. Agriculture continues to be the largest economic productive sector,¹⁷ consistently accounting for between 6-15% of the GNP per annum in a slow growth economy. Along with education, it is the only sector that has maintained growth and returns from Government and private investment since 2007.¹⁸ Employing just over 8% of the labour force in 2011,¹⁹ the sector continues to influence public discourse on economic growth, investment priorities, and wealth creation. It is also a labour force sector highly differentiated by gender roles and tasks, and public concern about contraction in the sector (especially among civil society organizations) is almost always linked to the exacerbation of poverty.

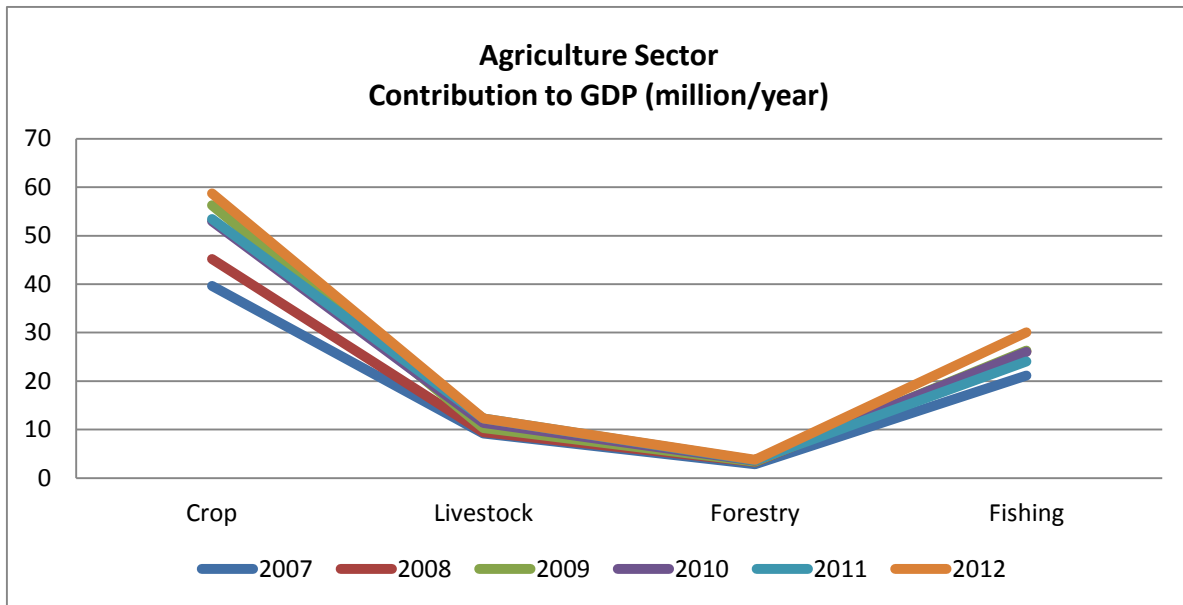
¹⁶ This section draws on the summary analysis prepared by Dr. Hyacinth Skervin, based on the focus group discussion and semi-structured interviews held on the theme of “Gender, Agriculture and Agri-business”.

¹⁷ Central Statistical Office, Ministry of Finance, Government of Grenada, 2011 Economic Analysis.

¹⁸ *Ibid.*

¹⁹ According to data from the 2011 Population and Housing Census, there has been a 1.5% decrease in the farming population, from the 9.7% high in 2001. Low profitability is a strong contributing factor.

FIGURE 2: CONTRIBUTION OF THE AGRICULTURE SECTOR TO GDP, 2007-2012



50. Focus group participants²⁰ perceived that there was little gender differentiation in the agricultural sector. They indicated that in the past, more men than women owned land. However, with increasing equity in inheritance of land and property, where a person has the right to inherit land and property whether born in or out of wedlock, greater numbers of women own land. Men comprise the majority of workers on government and private crop farms by as much as 95 per cent, whereas women workers comprise the majority in the factory houses where sorting and packing take place. Livestock farming and fisheries show similar patterns of male dominance, but this is less so for the local marketing of poultry and local fish where the work is usually home or factory-based. For example, cattle farming in the island of Carriacou and small-scale goat farming in Grenada are reportedly male-dominated enterprises, whereas increasing numbers of women are entering poultry farming. There is a perception among actors in the agricultural sector that both male and female farmers benefit from Government subsidies, and there is greater gender equity among small family farms where men and women tend to share and rotate farm work.
51. Traditional crop production and sales of cocoa and nutmeg dominate the export market (90%). Recent Government investments have sought to maintain and restore the productive capacity of these export crops to their 2004 pre-Hurricane *Ivan* performance levels. As an indication of this priority, the Government owns four farms ranging from 25-100+ acres.²¹ Of the four, two medium-sized farms are leased to cocoa and nutmeg

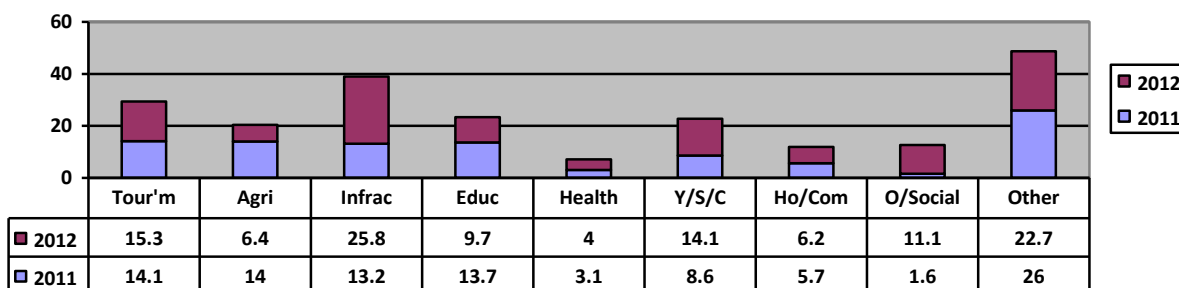
²⁰ The focus group on “Gender, Agriculture and Agri-business” included senior technical/administrative staff of the Ministry of Agriculture, and farmers.

²¹ Interview with senior technical staff from the Ministry of Agriculture, Lands, Forestry, Fisheries and the Environment, September 2013.

production, operating at well below 100% capacity. The smallest is used exclusively for crop propagation, and the fourth has been referred to as “idle land”.²² Further, the re-prioritizing of agriculture has been most evident over the last three years, with Government investment increasing by over 100% percent in 2011 and 2012.

52. However, the distribution of investment resources has not been guided by gender equity, (i.e., in securing resources for women in order to eliminate gender bias), but rather the high probability of quick returns on investment based on the cumulative growth patterns since 2007. Hence, farmers who have benefited from the programme were selected according to the criteria of need, farm size (medium-sized farms = 15+ acres), and labour and technological capacities to produce economies of scale. This programme did not incorporate a gender strategy so as to address the need of women farmers who were heavily displaced after Hurricane *Ivan* in 2005, and especially those who lacked the programme’s selection criteria. Earlier investment programmes to benefit smaller farmers had not proven effective despite the co-operative structure of many enterprises. This was largely due to deficiencies in the rotating loan payback mechanism and the monitoring system used. Most of these programmes have since run their course or not been renewed.
53. The only ongoing programme that is heavily invested in the vulnerable farming population is now in its third and final year of operation, and is an externally funded initiative. Like the larger programme, the exclusive focus on small farms (8 acres) and science and technology capacity does not include strategies for gender equality. However, there may be some gender impact since small farms tend to be family run businesses or cooperatives. Figures 3 and 4 below indicate that this period of Government’s investment in agriculture has been accompanied by a decrease in investment in other sectors, notably health and social services. Because women are one of the greatest beneficiaries of such services, a decrease in spending here coupled with increased spending in agriculture makes it difficult to quantify women’s gains in terms of gender equity.

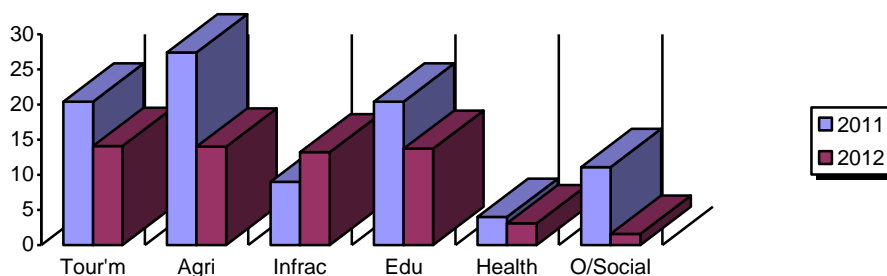
FIGURE 3: PERCENTAGE OF CAPITAL EXPENDITURE ON ALL SECTORS, 2011–2012²³



²² *Ibid.*

²³ Figures 3 and 4 have been sourced from GNOW (2013). *Status of Women in Grenada and Recommendations for the 2013 Budget*. Grenada National Organization of Women (GNOW), p. 9.

FIGURE 4: PERCENTAGE OF EXPENDITURE ON MAJOR ECONOMIC AND SOCIAL SECTORS, 2011–2012



54. According to the guidelines of the Agricultural Census currently being conducted (2012-2014), a ‘farmer’ is broadly defined/characterized as someone who either:
- Has 25 or more poultry;
 - Has five (5) or more goats, sheep or pigs;
 - Has one (1) cow;
 - Farms ¼ acre in short crops or vegetables;
 - Has 25 or more fruit/nut trees; or
 - Receives EC \$2,500 in income per annum from agriculture.²⁴
55. As Figure 3 above indicates, capital expenditure on agri-business has not been disaggregated. Nor is agri-business an identified area of economic activity in country-specific economic data. As a result, the true value of the sector is an unknown quantity and is likely subsumed under manufacturing industry data. Despite the omission, Ministry of Agriculture staff observed that as much as 80 percent of the sub-sector is controlled by women in small agri-processing businesses related to foods, spices, confectioneries and aromatic products.

5.2.2 AGRICULTURAL ECONOMIC MODELS USED IN GRENADA

56. **The Government’s distributive approach:** The Government provides resources and services to the agricultural sector to boost/sustain production and markets. Crop farmers access seeds and saplings, fertilizers and pesticides, treatments for crop and animal diseases, irrigation technology, labour and research, while the more lucrative fishing industry has access to low interest loans. Training in new applications is an integral component of these services. Depending on the specific programme, resources are provided as subsidies, at low cost, or at no cost to farmers and fisher folk. To achieve economies of scale, many small farmers are members of local farmers’ cooperatives or regional farmers’ associations. Interview data indicates that this distributive approach is

²⁴ Information provided by a senior agricultural officer at the focus group discussion on “Gender, Agriculture and Agri-business”, held in August 2013.

structured along the following lines: the systematic provision of services, diversity of beneficiaries, nature of interactions, and scale of impact.

57. **Community-based integrative model:** Belmont Estate is the largest privately-owned agricultural enterprise in Grenada. The estate assumes different levels of responsibility for some 180 employees including managerial and technical staff, production workers, and field labourers. The business model is an innovative and adaptable approach that integrates agriculture, agri-business, agro-processing, agro-tourism, and social entrepreneurship into a seamless community enterprise. Each component is connected to other(s), thereby generating multiple spinoffs to a widening pool of beneficiaries. This evolution of the estate sought to capitalize on changes in the agri-business landscape in the 2004-2005 post-Hurricane *Ivan* and *Emily* period. The loss of estate crops and small farms, and the desire to restore both productivity to the estate and income to farm workers informed the decision to transform the estate into a modern enterprise. While the project is still ongoing, there is clear evidence of positive results and prospects for development in the agricultural sector.

FIGURE 5: COMMUNITY-BASED INTEGRATIVE MODEL



58. Although not an intentional estate policy, the multiple operations reflect well-established gender roles as they relate to the agricultural division of labour in the region. Thus, men comprise the majority of field and factory labourers, while women represent 95 percent of the ago-processing operation. Higher numbers of men are employed in the agro-tourism and horticultural sections, while women dominate in the sales section and restaurant. It has not been possible to ascertain whether there are wage differentials among these different categories of workers. However, owners/managers indicated that competitive (higher than minimum wages) and benefits are offered to all categories of workers.

59. Operating at about 65 percent of its capacity, the 400-acre farm produces nutmeg and coffee for export, a tradition that has continued since the estate last changed hands in 1941. Processing takes place in estate factories, through a business partnership with the Grenada Chocolate Factory, a private enterprise established through direct foreign investment. In a recent value-added development in the sub-sector, new technologies are utilized to process the cocoa beans used to make the chocolate, creating a Grenadian brand that is growing in international acclaim due to its superior quality. The sharp increase in cocoa production in Grenada, which has now surpassed pre-Hurricane *Ivan* levels, is wholly attributed to this development. It has led to an increase in the demand and supply of beans and new cocoa-based products. New prices and markets are being explored both nationally and internationally.
60. This advance has been accompanied by other developments including new processing technologies, organic branding of cocoa produced on the estate, and the transfer of technology to local small cocoa farmers. Local farmers incorporated into the supply chain provide organic beans and other crops from their mixed farms to meet estate quotas. Thus, male and female farmers are further integrated into the enterprise as suppliers of fresh organic fruits, vegetables and herbs for export, and women workers into the agro-processing, craft and restaurant services. More significantly, local women already skilled and semi-skilled in processing techniques are recruited. The range of fresh and processed food products supplying local and international markets is one of the more lucrative segments of the estate.
61. The family-run enterprise relies almost exclusively on the local community for its agricultural produce and labour supply. Community members in turn receive competitive prices and wages, an exclusive market, skills training in higher standards of production and processing, among other benefits. The estate complies with international assessment criteria for organic produce, and provides the only market for farmers of organic cocoa, fruits and vegetables from within and outside the community, whose numbers are growing as more farmers become trained and certified. The latest developments include the provision of child care and after-school programmes for the children of estate workers and the wider community. The stability and diversity of the enterprise and its impact on the community has attracted new partnership arrangements, facilitation and enquiry. Among these are financial and tourism-related businesses tailored to serve estate workers and residents of surrounding communities. The estate cooperative is designed to serve farmers' financial needs that are not typically met by mainstream commercial banks.
62. **The farmers' group model:** Since small farmers usually produce mixed crops and raise livestock, the quantities of produce per farmer are relatively small. This has led to the formation of different types of groups of farmers, both formal and informal, through which they are able to generate a degree of economies of scale. Thus, village and community cooperatives and district associations are groups through which farmers are able to negotiate better pricing, reduce the cost of transporting produce to the market,

and lobby for benefits. The oldest and largest of such entities, the nutmeg and cocoa associations, have established collection centres/stations in accessible localities, where growers convene to have their produce sorted, graded and bagged for export. Marketing of other crops and value-added is dependent on a range of networks and alliances including the Government marketing board, middle traders and retailers, women’s groups and individual farmers.

TABLE 3: SMALL FARMERS APPROVED FOR GRANTS UNDER THE MINISTRY OF AGRICULTURE’S GRENADA SMALL FARMERS VULNERABILITY REDUCTION INITIATIVE PROJECT (GSFVRIP), BY GENDER, 2013

	Male Nos.	Male %	Female Nos.	Female %	Total Nos.	Total %
Farmers approved for grant assistance by the Ministry of Agriculture’s Grenada Small Farmers Vulnerability Reduction Initiative Project (GSFVRIP)	1,141	76	361	24	1,502	100

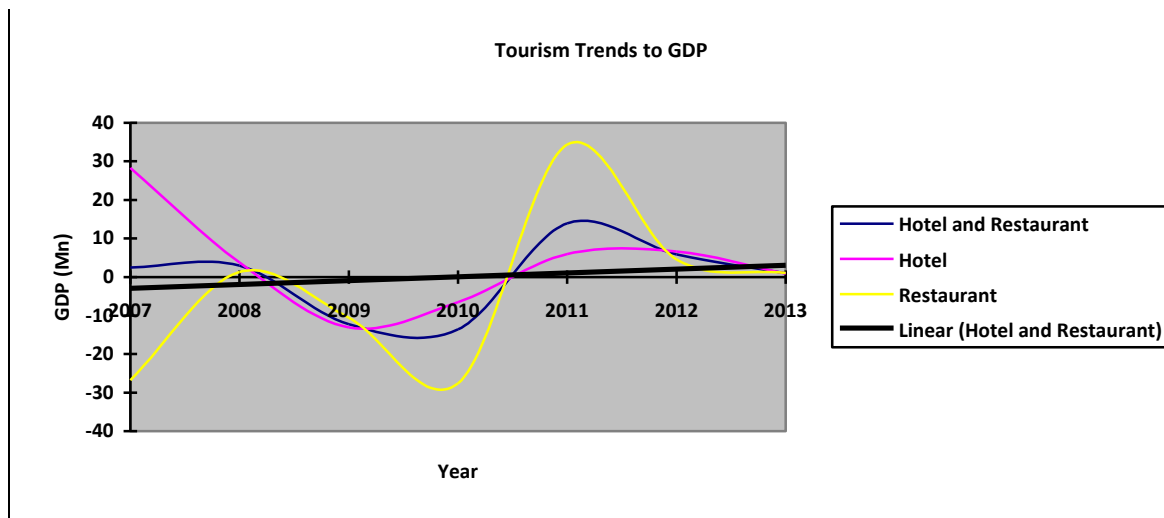
Source: Grenada Small Farmers Vulnerability Reduction Initiative Project (GSFVRIP), Ministry of Agriculture, September 2013

63. However, the scale and quality of impact from small farmers’ agricultural enterprise is much more diffused. For example, most small farms are family-owned enterprises in which men and women are active partners in the production process. The land is usually owned or leased by one or both partners, and may range from less than one (1) acre to 15 acres. Generally, separate pieces of land are used to produce different kinds of crops or livestock. Younger offspring tend to assist parents on the farm, while older offspring are engaged in their own production. Male-owned/headed farm enterprises are usually larger and tend to rely on extended family members, seasonal workers or Government-paid gangs to meet labour needs. Their agricultural production is more diverse and may include crops, livestock, spices, herbs, vegetables and fishing. Female-owned/headed farms are fewer and smaller, and tend towards poultry and egg production or herbs, spices, food and fruit processing, including fish drying.
64. Estimates of small farmers’ incomes are based on the scale and size of production. Small farmers represent over 60 percent of the farming population and contribute to nearly all forms of agro-processed products on the market, including nutmeg and cocoa products. Small farmers contribute an estimated 60 percent of Grenada’s cocoa and nutmeg production. Non-nutmeg and cocoa produce (e.g., mangoes, avocados, soursop, ground provisions, etc.) comprise an even higher percentage, leading to seasonal gluts in the market. Although the pattern of production and enterprise among small farmers seems diversified, it is hampered by markets constraints, seasonality, low grade agro-processing quality, storage, and small economies of scale.

5.2.3 TOURISM AND ECO-TOURISM²⁵

65. Grenada’s tourism sector has diversified in recent years. Accommodation, transportation, marine adventures, vending, food and beverages have shown the most diversification, particularly in the choices and packages being offered to visitors, including conventions, festivals and other cultural events. However, the growth in these areas varies and is not consistent throughout any given year, although food and beverages show the most promising trends overall. In addition, newer trends such as eco-tourism and agri-tourism are not considered sufficiently robust to make a major impact on the sector and therefore are not disaggregated in official tourism economic data/analysis.
66. **Sector differentiation:** Total employment growth in the sector is reflected at 0.9 percent in the period 2001–2011.²⁶ This minimal growth pattern is consistent with a sector that has been characterized as vibrant in part, thrives on niche growth areas such as marine tours, land adventures and vending, and unstable due to its seasonality. The intense six-month period from November to April each year overlaps with other smaller peak periods including winter visitors, cruise ship stops, and marine life tours. The most common complaints among actors in the sector are the loss of income and activity during the slow period, and the lack of capacity to build a less risk-prone industry that can withstand the economic shock of a downturn in any one area of the industry.

FIGURE 6: TOURISM TRENDS TO GDP, 2007-2013



67. Although private sector driven, most of the industry’s problems are attributed to Government’s failure to create an enabling environment for growth. Much of the critique

²⁵ This section draws on the summary report of the focus group discussion and individual interviews on the theme of “Gender, Tourism and Eco-Tourism”, prepared by Dr. Hyacinth Skervin.

²⁶ Data from the 2011 Population and Housing Census, provided by the Central Statistical Office (CSO), Ministry of Finance, Government of Grenada.

is leveled at the lack of incentives, and the business regulations that impede financial access and require levels of credit worthiness, which the mostly small players are unable to meet. Table 4 indicates the registered private sector employers by economic activity which can be assessed for the tourism sector.

TABLE 4: LEADING REGISTERED PRIVATE SECTOR EMPLOYERS BY ECONOMIC ACTIVITY²⁷

Industrial classification	Years	
	2010	2011
Agriculture, Hunting, Forestry & Fishing	21	21
Construction	67	74
Manufacturing	15	21
Personal & Household Services	63	73
Real Estate & Business Services	22	29
Restaurants & Hotels	22	24
Roadside Cleaning & Maintenance	779	475
Social & Related Community Services	23	24
Wholesale & Retail Trade	77	62

68. Yet the sector continues to be ranked as one with the largest potential for impact on employment, when compared with other countries and regions. The potential for value-added, product sophistication and greater utility of heritage resources has been strongly voiced as key factors for competitive improvement of the tourism product. Actors' perceptions of the sector and the areas for improvement vary considerably, from improving community level employment to spinoffs to/from other sectors such as agriculture, agri-business and agro-processing.
69. There is a perceived gender differentiation in the tourism sector. It is reported that some 70 percent of vending in crafts and other goods is conducted by women, and the majority of retail shops are owned or operated by women. In comparison, males dominate as owners and employees in the food, beverages and other services sector. Women specifically identify constraints related to the small size of their enterprises, the lack of room for expansion due to the small scale and lack of sustainability of the market, the lack of access to concessions and loans from the Government or commercial banks to improve their product and scale up their operations, and the adverse impact on family life. For example, children of single mothers may be expected to operate vending booths, thereby losing out on school time and being exposed to the uglier side of the market. The biggest complaint attributed to men is that business is contracting and many are closing down their enterprises, particularly foods and beverages.

²⁷ Data provided by the Grenada Industrial Development Corporation (GIDC), September 2013.

70. Eco-tourism, according to key decision-makers in the sector, “has been pursued in fits and starts.” It is perceived by some actors as the least developed area in the sector, with much room for expansion. For example, soft adventure tours are becoming common, but seasonal and local festivals tend to be driven by individual enterprise which is often constrained by the lack of a business plan or physical limitations such as ownership of/ access to private lands. The Government has not sufficiently explored concessions in the tourism and eco-tourism sectors, due in part to the standing preference for business ventures that are viewed as predictable, sustainable and profitable, which disqualifies most small-scale entrepreneurs, including women-owned small businesses. Hence, available Government concessions tend to be accessed by hoteliers and restaurateurs (largely for equipment and material imports) who are generally more aware of such concessions.
71. It has not been possible to access sex-disaggregated statistics for the tourism and eco-tourism sector. However, based on observation and the perceptions of actors in the sector, there is gendered occupational segregation. Men tend to be owners and managers of hotels, guest houses and restaurants. They comprise the majority of taxi and bus drivers, and tour guides. Men also predominate as chefs and bartenders, gardeners and security personnel. Women comprise the majority of market vendors of local food, herbs and spices, crafts, etc. They predominate in the hotel/guest house industry as administrative staff, housekeepers, hospitality staff, cooks, waitresses, etc. Women also tend to be employed in marketing and sales in areas including travel, car rentals, marinas and moorings, health and wellness, among others. It was generally observed that while there is occupational segregation in the field, men and women play complementary roles.

5.2.4 GENDER, ACCESS TO PROPERTY, ASSETS AND PRODUCTIVE RESOURCES

72. Land is the primary economic factor in Grenada’s predominantly agricultural economy. Table 5 below indicates male/female land ownership patterns the country, indicating significantly higher numbers of males owning and leasing land than females. According to the *GPRS 2012-2016*, many small land-holders are women, and without an effective land-titling project which gives women legal title to their land, women are unable to convert their interest in the land into a tangible asset (GOGR/CDB, 2012: 41).

TABLE 5: LAND OWNERSHIP BY GENDER, 2013

Gender	Land Ownership					
	Owned	Rent/Leased	Family Land	Other	Government Lands	Not specified
Males	532	210	339	21	11	21
Females	199	49	86	6	3	4
Total	731	259	425	27	14	25

SOURCE: GRENADA SMALL FARMERS VULNERABILITY REDUCTION INITIATIVE PROJECT (GSFVRIP), MINISTRY OF AGRICULTURE, GOVERNMENT OF GRENADA, SEPTEMBER 2013

73. However, there is a public perception, based on the area consultations held, that women presently own more property and farms than in previous decades. Participants in the focus group on “Gender, Agriculture and Agri-business” indicated that the 400-acre Belmont Estate (see Section 5.2.1) is owned by women. The Agricultural Census survey data which is currently being analyzed should provide empirical evidence on male/female ownership of land and farms in Grenada (including the size of properties), as well as other agricultural/farm assets such as patterns of crops cultivated, livestock owned/reared, and other physical assets such as fishing boats, vehicles, agro-processing equipment, tools, etc.
74. According to Grenada’s Combined Initial – Fifth Report to CEDAW, men and women have equal access to financial dealings and property ownership. They have the right to conduct financial and business matters independently, such as debt, insurance policies, and the making of a will. The Married Woman’s Property Act (1896) confers on married women the same rights as her husband, as if she were “*femme sole*”, i.e., an unmarried woman (GOGR, 2009: 44). Married women and men also have an equal right to apply/file for a divorce, and negotiate the distribution of property. However, common-law or *de facto* spouses are treated very differently under the law – they are generally not recognized as “next-of-kin” for maintenance, inheritance and property rights. And with regard to the law related to property inheritance, in the case of a person who dies intestate, a common-law spouse is not recognized regardless of how long the relationship lasted or whether the surviving partner has a vested interest in the property. However, the National Insurance legislation recognizes the right of common-law spouses to claim survivors’ benefits and the funeral grant on the death of the insured partner (GOGR, 2009: 45).
75. Tables 6 and 7 below indicate data collected from the Grenada Development Bank (GDB) and the National Development Foundation of Grenada (NDFG) for 2012. The statistics in Table 6 indicate that males accessed 100% of loans for agriculture (EC\$81,000) and fishing (EC\$29,000), compared to females who received 0%, indicating not only that these sectors are male-dominated but also that females may not have the collateral base to access loans. Males also dominated in industry (EC\$388,397) and housing (EC\$243,988), with 79% and 59%, respectively, while females accessed EC\$106,873 (or 26%) of loans for housing and EC\$54,250 (or 11%) of loans for industry, with the balance comprising mixed loans. Surprisingly, males predominate even in the micro-sector, accessing EC\$26,500 (or 25%) of these loans, compared to females who accessed only EC\$10,200 (or 9%). The majority of micro-sector loans were made to mixed (males and females) applicants, who received EC\$71,000 (or 66%) of all loans in this sector. Since females are perceived to predominate in the micro-sector, the statistics suggest that females do not have the collateral to enter into loan arrangements independently, and do so in partnership with men.

TABLE 6: LOANS DISBURSED BY THE GRENADA DEVELOPMENT BANK (GDB) BY GENDER, 2012

Sectors	Males	Males	Females	Females	Mixed	Mixed	Total	Total
	\$	%	\$	%	(M&F) \$	(M&F) %	\$	%
Agriculture	81,000	100	0	0	-	-	81,000	100
Education	458,700	40	702,181	60	-	-	116,088	100
Fishing	29,500	100	0	0	-	-	29,500	100
Housing	243,988	59	106,873	26	60,944	15	411,805	100
Industry	388,397	79	54,250	11	52,000	10	494,647	100
Microsector	26,500	25	10,200	9	71,000	66	107,700	100
Personal	0	0	24,600	100	0	0	24,600	100
TOTALS	1,228,085	53	898,104	39	183,944	8	2,310,133	100

Source: Grenada Development Bank (GDB), December 2013

76. The statistics in Table 7 provided by the National Development Foundation of Grenada (NDFG), while not disaggregated by sector, indicate a similar picture of male dominance with regard to access to loans. Interestingly, 57.8% of loans were made to males who received 70% of the total dollar value of loans, while 44.2% of the loans were made to females who received 30% of the total dollar value of loans. Thus, not only were more men than women granted loans, but males also received a disproportionately large percentage of the total dollar value of loans granted.

TABLE 7: LOANS DISBURSED BY THE NATIONAL DEVELOPMENT FOUNDATION OF GRENADA (NDFG) BY GENDER, 2012

Loans disbursed	Males	Males	Females	Females	Total	Total
	Nos.	%	Nos.	%	Nos.	%
Numbers of loans disbursed	26	57.8	19	42.2	45	100.0
\$ amounts of loan disbursements	\$160,167	70.0	\$68,645	30.0	\$228,812	100.0

Source: National Development Foundation of Grenada (NDFG), December 2013

5.2.5 CONCLUSION

77. The *CSP 2009-2011* indicates that the medium to long-term financing requirements for rehabilitating, expanding and diversifying the agriculture sector are not being met, and that given the dominance of commercial banks and the personal/consumer orientation of commercial lending in Grenada, the agriculture sector is under-served (CDB, 2009: 31).
78. Commercial banks in Grenada have a risk-averse approach to providing credit to farmers and small business entrepreneurs (see section 5.2.4). Additional issues include: the challenges of low productivity and weak integration into supply chains which limit job creation and income growth for farmers; the sector's high value-chain potential for agri-business, agro-processing, rural employment creation and food security; and the need to provide opportunities for the poor to get involved in commercial activities, thus reducing their vulnerability and fostering rural development (CDB, 2009: 31).
79. There is little evidence that governmental and other agricultural agencies are aware of the gender dimensions of agriculture (e.g., male/female patterns of: land ownership and access; crop/livestock/fish/other production; types of agri-businesses/agro-processing enterprises; support services needed; access to credit; etc.). It is instructive to note that the *2010-2011 Annual Agriculture Review*, a comprehensive assessment of the major sub-sectors in agriculture in Grenada published by the Ministry of Agriculture, does not mention the term 'gender'.
80. The tourism sector exhibits gendered occupational segregation, with men and women playing complementary roles. Men tend to be owners and managers of hotels, guest houses and restaurants. They comprise the majority of taxi and bus drivers, and tour guides. Men also predominate as chefs and bartenders, gardeners and security personnel. Women, on the other hand, comprise the majority of market vendors of local food, herbs and spices, crafts, etc. They predominate in the hotel/guest house industry as administrative staff, housekeepers, hospitality staff, cooks, waitresses, etc. Women also tend to be employed in marketing and sales, in areas including travel, car rentals, marinas and moorings, health and wellness, among others. However, it is evident that women tend to be segregated in the lower income-earning occupations within the sector. In addition, they tend to work very long hours including night work, which raises issues of their safety and security linked to the availability of transport when returning home from working the 'graveyard shift'.
81. There is need for greater linkages between the agricultural/agro-processing sector and the tourism/eco-tourism sectors. For example, women are perceived to own the majority of small and medium-sized enterprises (SMEs) involved in agro-processing. However, they face enormous constraints with regard to credit facilities, product development and marketing. In addition, very few of their products find their way into the mainstream tourism sector, e.g., hotels and guest houses.

5.2.6 RECOMMENDATIONS

- (i) Promote gender equality in agriculture, recognizing men's and women's complementary roles in agriculture and rural development, increasing their equitable access to productive resources, creating opportunities for entrepreneurial development linking agriculture to agri-business and tourism, and facilitating the nation's goals of agricultural diversification, food security, economic growth, poverty reduction, and sustainable development.
- (ii) Promote the widespread education and involvement of male and female farmers in the restructuring of the agricultural sector, empowering them to increase their productive capacities, engage in entrepreneurial activities, create linkages between agriculture and tourism, and build partnerships, networks and cooperatives to advance the sector.
- (iii) Address the issue of women's ownership of land and property, and access to credit to facilitate their agricultural production and entrepreneurial development in agriculture and tourism.
- (iv) Ensure that CDB- and Government-supported loans and grants to banks and other credit institutions adopt gender guidelines, include 'hand-holding business support' to new entrepreneurs (females and youth in particular), and produce sex-disaggregated data annually (by number of loans, categories of enterprise, quantities of loans awarded, selection criteria, etc.).
- (v) Conduct gender sensitization/training for senior/middle managers and in Government-owned, private sector and civil society banks and other credit institutions in Grenada, to raise their awareness of the gender dimensions of banking, savings, credit and other facilities, and lead to the adoption of gender policies/guidelines.
- (vi) Support gender-responsive initiatives to facilitate private sector development in Grenada such as: technical support to male and female entrepreneurs to access regional business and commerce; a biennial expo for male and female-owned small businesses; a biennial award programme for male/female small and medium enterprises for initiative, innovation and growth.
- (vii) Support the development of gender-responsive enterprise training courses/programmes in secondary schools and national college, including theory, practical internships and mentoring, in order to build the capacity for entrepreneurship among men, women and youths.
- (viii) Ensure that the forthcoming national agricultural census presents sex-disaggregated data with regard to ownership and access to land, crop and livestock production, access to agricultural support services, entrepreneurial activities, earnings, and all other aspects of agriculture, in order to enable decision-makers and planners to facilitate gender-responsive entrepreneurship and growth in the agricultural sector.

5.3

5.3 GENDER AND POVERTY REDUCTION

82. According to the *Country Poverty Assessment* (CDB, 2008c), which despite being relatively dated, provides the most recent statistics on poverty in Grenada:
- Unemployment rates as a percentage of the labour force were: males – 17.9%; females – 31.8%; and total – 24.9%;
 - The ‘poverty line’ stood at EC \$5,842 per annum per adult;
 - The ‘poverty headcount index’ (or ‘poverty rate’) increased from 32.1% in 1998 to 37.7% in 2008;
 - The ‘vulnerability line’ was EC \$7,302. Set at 25% above the poverty line, households consuming at levels below the vulnerability line are deemed to be ‘vulnerable’. And the ‘vulnerability rate’ was 14.6%, representing the percentage of the population vulnerable to falling into poverty;
 - The ‘indigence line’, the estimated expenditure for an average adult to meet the minimum food requirements necessary for maintaining a healthy existence, stood at EC \$2,394. The ‘indigence rate’ dropped significantly from 12.9% in 1998 to 2.4% in 2008, indicating that fewer persons were consuming below the accepted minimum level of nutrition in 2008;
 - Remittances (of money, gifts, barrels of household goods and clothing from family and friends at home and abroad), calculated by the percentage of households receiving remittances. Indicated that 30.7% (of households in the poorest quintile) and 12.0% (of all households) received remittances in 2008.
83. The country’s unemployment rates are attributed to the slow growth of the economy and stagnation in major areas of production, which has had a significant impact on gender equity. The 2008 global recession has compounded the situation further in stymieing new growth trends after the devastation of the 2004-2005 hurricanes, which has accounted for the inconsistency and fluctuations in economic growth projections (see Figure 1).
84. The *GPRS 2012-2016* indicates that the well-being of women and the families they head is of concern in Grenada, since the country has the highest recorded percentage of women-headed households among the OECS member states. Not surprisingly, discussions on the poor focus mainly on female heads of households due to their low labour force participation and employment rates, their comparatively low incomes (e.g., as domestic and agricultural workers, clerical workers, nurses and teachers, street vendors and other occupations in the informal economy, etc.), in addition to the unpaid labour of reproductive work. Almost one-quarter (24%) of poor female heads of households are not in the formal labour force; and of those seeking to participate, only 21% are employed. In urban households, 44% of female heads are in the three lowest consumption quintiles, compared to only 18.6% of male heads. The situation facing many female heads of households, and by extension their children and other dependants, requires urgent attention and substantively informs the *GPRS’* strategic directions (GOGR/CDB, 2012: 42).

85. Consultations held in preparation of the *GPRS 2012-2016* highlighted the following challenges which restrict women's ability to care for themselves and their families: (1) Inability to find jobs, especially those paying enough to sustain themselves and their children; (2) Lack of financial and other care-giving support from the fathers of their children; (3) Lack of understanding by society about the real barriers faced by poor, vulnerable women; (4) Women's lack of knowledge of their rights, failure/lack of capacity to use available development opportunities; (5) Lack of support for women by women; and (6) Absence of key social support mechanisms, services and safety nets for women in need, often compounded by lack of help-seeking knowledge, even when support services exist (GOGR/CDB, 2012: 41).
86. **Poverty reduction mechanisms:**²⁸ With the primary focus on poverty reduction and economic growth, government programmes and services aim to respond to a range of social and economic needs, and are arguably quite extensive. As a measure of the scope, poverty reduction programmes may be found in major Government Ministries and Departments including: Finance, Social Development, Housing, Agriculture, Youth, Education and Health. While economic growth programmes are centred on setting up new enterprises (e.g., micro-financing, loans and support for small businesses) and incentives for increasing production, most poverty reduction programmes are directed at vulnerable population groups. Families and individuals with very little or no income or access to resources, and juvenile services for 'problem youths', are priority concerns. Thus, social programmes are generally directed at early childhood, school-age and elderly care, and youth development, unemployed and low income groups. These programmes are intuitively gendered towards women since the majority of recipients are women heads of households with children or responsibility for elderly care.
87. Two of the most extensively used are the SEED II and Soft Loan programmes, funded by the World Bank and Government of Grenada, respectively, and administered by the Ministry of Social Development and Housing. They aim to address a range of social and economic needs for over 5,000 persons including: financial assistance for unemployed parents, school subsidies for needy students, and access to health care through home care and other services. The 1.6 percent of Government expenditure annually required to maintain these services does not include poverty reduction programmes in other Ministries, although some may overlap. In addition to the budgetary allocation, support personnel are deployed in the public service and communities to distribute the services to recipients.
88. The *Country Strategy Paper 2009-2011* committed the Caribbean Development Bank to providing assistance to the Government of Grenada to finalize its Poverty Reduction Strategy, as part of CDB's support to the *Country Poverty Assessment* process, in order to

²⁸ This section draws on the summary report of the focus group discussion and interviews with staff/representatives of the Ministry of Social Development and Housing (MoSD), and Grenada Industrial Development Corporation (GIDC), and data/information from non-governmental organizations (NGOs).

strengthen the focus on implementation, as well as make provision for the inclusion of suitable indicators and benchmarks as part of a monitoring and evaluation system. The *CSP 2009-2011* noted that the Government's provision of social services through various Ministries, agencies and NGOs was "at best ... fragmented and in need of integration and regulation through an overarching social policy framework". CDB indicated its support to advance this approach of strengthening the effective and efficient delivery of critical social services, while minimizing programme duplication and improving the use of scarce human and financial resources within the social sector (CDB, 2009: 29).

5.3.1 CONCLUSION

89. To realize the broad national goals of economic growth, poverty reduction and sustainable development, gender-based policy-making, planning and service delivery are necessary, and equal focus must be placed on social development in order to complement economic growth and achieve overall development.
90. Beneficiaries of poverty reduction strategies should be the most vulnerable groups in the society, e.g., poor single parents/ heads of households (women and men), the elderly, and the disabled. Young men and women are a particularly vulnerable group (e.g., teenage mothers and male dropouts), who are in need of access to training, employment and other forms of assistance.

5.3.2 RECOMMENDATIONS

- (i) Support the integration of gender equity and social justice criteria into economic policy and implementation, trade negotiations and technical co-operation agreements, and poverty reduction strategies and programmes.
- (ii) Support/facilitate the introduction of gender-responsive planning and budgeting¹ in the next medium-term national development plan, annual national and sectoral budgets, and monitoring and evaluation processes.
- (iii) As part of the process of developing an overarching social policy framework, undertake a gender analysis of the current policies and programmes, e.g., social protection programmes; cash or in-kind transfers to poor families, children, the elderly and disabled; education-based programmes, e.g., school feeding, subsidies for needy students; health care, housing and community-based assistance.
- (iv) Strengthen the linkages between poverty reduction and economic growth, e.g., engaging local women in sustainable livelihood initiatives to both meet their household needs and develop/grow enterprises.
- (v) Promote gender-responsiveness among economists, planners and analysts in the economic and trade sectors through gender sensitization/training.
- (vi) Ensure that national data collection systems related to the economy produce sex-disaggregated statistics, and use sex-disaggregated data and gender analysis to inform poverty reduction strategies.

5.4 GENDER, ECONOMIC INFRASTRUCTURE AND CLIMATE CHANGE

91. The *CSP 2009-2011* indicates that CDB will support: (1) the provision of better roads in the northern part of the country to facilitate access for both farm and non-farm investments, including planned tourism developments; (2) the strengthening of the Government's land use policy framework; and (3) the Government's capacity to mainstream climate change into national development planning and key socio-economic sectors (CDB, 2009: ii).
92. The construction sector, in which these infrastructural developments tend to be located, is male-dominated. This is evident in the sex-disaggregated data related to subjects taken by males and females in the CXC examinations, and the data on occupational segregation of the labour force. In addition, increasing numbers of young women are engaged in training in these traditionally male-dominant fields. However, this is not reflected significantly in employment data. It is recommended that CDB considers adopting quotas (e.g., 20-30%) to encourage female participation in CDB-funded infrastructural projects. There is also international attention to gender mainstreaming in areas of habitat, urban planning, transport, etc. (e.g., through the work of UN/HABITAT and other agencies globally), which would be useful for CDB engineers/planners/etc. to explore and consider.

93. Global warming and climate change have emerged as major issues impacting on countries around the world, linked to the adverse impact of human activity. Caribbean small island developing states (SIDS) exhibit particular risk factors including, *inter alia*, environmental and ecological vulnerability, high exposure to natural hazards, limited land resources and difficulties in waste disposal management. As a small island economy located in the hurricane belt of the Caribbean, Grenada is exposed to considerable macro-economic vulnerability, for example, after Hurricanes *Ivan* and *Emily* in 2004 and 2005, respectively. Grenada has ratified the United Nations Framework Convention on Climate Change (UNFCCC) and its Kyoto Protocol. Several national policies and legislation focus on the issue of climate change, including those related to the protection of the environment and forest, as well as waste management and water pollution.
94. Despite the fact that the following components of the 'green economy' all have gender dimensions, e.g., water management, waste management, land management, renewable energy, clean transportation, and 'green' buildings, discussions on gender equality are relatively absent from policy-making, planning and development programmes on these issues in Grenada. For example, the area of renewable energy would benefit from the introduction of simple appropriate technologies that respond to women's responsibility for household and reproductive work, e.g., solar stoves/ovens, rain water collection systems, simple wind turbines, and the gradual movement to more complex products and technologies based on the same principles (e.g., solar panels, sustainable irrigation systems, larger wind collection systems, etc.). With regard to water use, communities could be trained in household water collection systems, supported to implement them at the household and neighbourhood level, and encouraged to engage in local and national decision-making on water use.
95. Natural resource management should be informed by gender analysis, gender impact assessments, and gender-responsive approaches in utilizing, managing and preserving the natural resources of Grenada. Women's responsibility for household and reproductive work make them strategically placed 'change agents' in relation to the 'green economy', and they should be sensitized and supported in adopting new technologies and practices.
96. Gender sensitivity needs to be embedded in both disaster preparedness and responses, in respect of the specific needs of different communities, households and persons with special needs. Natural disaster risk management and mitigation programmes should respond to the differential impacts of natural disasters on women/girls and men/boys.

5.4.1 CONCLUSION

97. Gender equality goals need to be integrated into policies and strategies on natural resource development and climate change, as a means of building a 'green economy'. Women's responsibility for household and reproductive work make them strategically placed 'change agents' in relation to the 'green economy', and they should be sensitized and supported in adopting new technologies and practices. The different and

complementary roles of men and women need to be recognized in strategies to address environmental protection, conservation and preservation, the sustainable utilization of natural resources, and climate change. Natural resource management should be informed by gender analysis, gender impact assessments, and gender-responsive approaches in utilizing, managing and preserving the natural resources of Grenada. Natural disaster risk management and mitigation programmes need to respond to the differential impacts of natural disasters on women/girls and men/boys.

5.4.2 RECOMMENDATIONS

- (i) Through its support to the Government to mainstream climate change into national development planning and key socio-economic sectors, CDB should ensure that gender equality goals are integrated into strategies aimed at climate change and natural resource development, as a means of facilitating men's and women's different and complementary roles in environmental management and practices, and building a 'green economy'.
- (ii) Increase awareness of the environment and men's and women's roles in the sustainable development of the country's natural resources.
- (iii) Ensure the equitable inclusion of men and women in communities in developing strategies and mechanisms for coping with and adapting to the adverse impacts of climate change, including assessing sectoral vulnerability, strengthening institutional arrangements, and adopting energy efficiency strategies such as the use of renewable energy and cleaner technologies.
- (iv) Natural disaster plans should be informed by the distribution of households by sex, and cognizant of the specific needs of children, the aged, disabled and infirmed in the planning and implementation of disaster preparedness responses; and
- (v) Undertake gender analysis, gender impact assessments, and gender-responsive approaches in utilizing, managing and preserving the natural resources of Grenada.

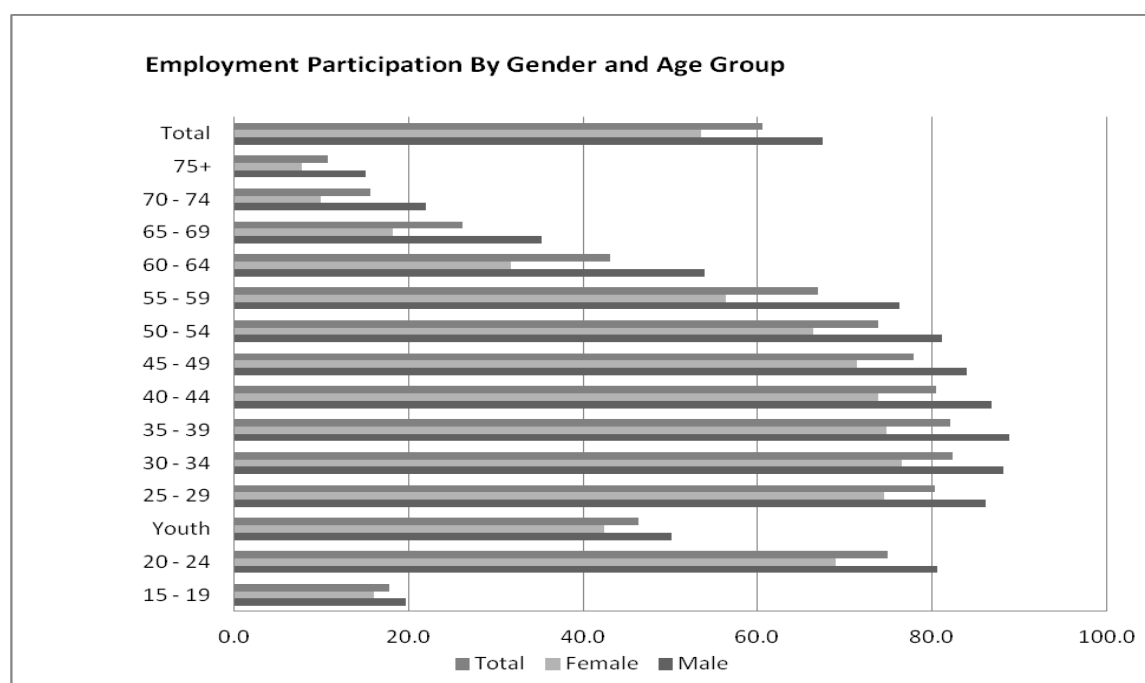
5.5 GENDER, EDUCATION AND EMPLOYMENT²⁹

5.5.1 GENDER, EMPLOYMENT AND LABOUR

98. Figure 7 below indicates labour force participation based on the 2011 Population and Housing Census data. It indicates graphically that in every 5-year age group from 15-19 to 75+, there is a higher percentage of males in the labour force than females.

²⁹ See also Section 6.0 on the International, Legal and Policy framework for advancing gender equality.

FIGURE 7: LABOUR FORCE RATES BY GENDER AND AGE GROUP, 2011



Source: Data from the 2011 Population and Housing Census, Central Statistical Office, Ministry of Finance, Government of Grenada

99. Table 8 below indicates the labour force participation rates from 1991–2008. In 2008, while females comprised a higher number of the labour force (Males – 23,493: Females – 24,088), more males were employed than females (Males – 19,295: Females – 16,427). The unemployment figures for males and females bear this out also (Males – 4,198: Females – 7,661). Among the youth (under 25 years old), female unemployment was also higher than that of males (Males – 1,999: Females – 2,978), despite the statistics on educational achievement (see Section 5.5 below) and public perceptions about female labour force participation. In 2008, the overall labour force participation rates for males and females stood at: Males – 67.4%: Females – 56.2%, while the unemployment rates were: Males – 17.9%: Females – 31.8%; Youth – 36.3 %.

TABLE 8: LABOUR FORCE INDICATORS, 1991-2010³⁰

MAIN LABOUR FORCE INDICATORS								
INDICATORS	1991	1994	1996	1998	2001	2005	2008	2010
LABOUR FORCE	27,701	41,497	42,250	41,015	41,876	46,969	47,581	

³⁰ Sources: Central Statistical Office, Ministry of Finance, Government of Grenada, based on the following: 1991 – Population and Housing Census 1991, CSO; 1994-1998 – Grenada Labour Survey, CSO; 2001 – Population and Housing Census 2001, CSO; 2005 – Core welfare indicator questionnaire (CWIQ) survey; 2008 – Survey of Living Conditions, Poverty Assessment 2008; 2010 – Estimates.

Male	17,297	22,880	22,679	23,171	24,822	25,581	23,493	
Female	10,404	18,617	19,571	17,844	17,054	21,388	24,088	
EMPLOYED LABOUR FORCE	23,859	30,409	35,078	34,787	37,741	38,172	35,722	
Male	14,778	18,706	20,351	20,731	22,489	22,409	19,295	
Female	9,081	11,703	14,727	14,056	15,252	15,763	16,427	
UNEMPLOYED LABOUR FORCE	3,842	11,088	7,212	6,228	4,137	8,797	11,859	
Male	2,519	4,174	2,328	2,440	2,336	3,172	4,198	
Female	1,323	6,914	4,884	3,788	1,801	5,625	7,661	
LEVELS OF UNEMPLOYMENT								
Youth (under 25 yrs)	1,761	4,650	3,084	3,050	1,849	3,434	4,977	
Male	1,121	1,786	1,149	1,389	1,006	1,409	1,999	
Female	640	2,864	1,935	1,661	843	2,025	2,978	
Adults	2,036	6,438	4,088	3,178	2,288	5,363	6,882	
Male	1,398	2,388	1,179	1,051	1,330	1,763	2,199	
Female	638	4,050	2,909	2,127	958	3,600	4,683	
UNEMPLOYMENT RATE (%)	13.9	26.7	17.0	15.2	9.9	18.8	24.9	29.0
Male	14.6	18.2	10.3	10.5	9.8	12.4	17.9	
Female	12.7	37.1	24.8	21.2	9.9	26.3	31.8	
Youth				31.5	20.3	32.9	36.3	
PARTICIPATION RATE	52.4	56.7	68.1	65.0	60.1	65.7	61.8	
Male	67.6	62.5	75.1	75.6	71.9	72.5	67.4	
Female	38.2	50.8	61.5	55.0	48.8	59.1	56.2	

100. The CSO data indicate a total labour force of 47,581, comprised of 49% males and 51% females in 2008. The national unemployment rate stood at 24.9%, which acutely affects women and youth who consistently experience rates of unemployment far in excess of the national rate. The unemployment rate was highest for youth 15-19 years and declined somewhat for the age group 20-24 years old. Youth unemployment was high, at 42%, compared to the national rate. Young men were more likely to be unemployed than any

other group (CPA, 2008; cited in GOGR/CDB, 2012: 38). The unemployment rate for women and youth was thus almost double the male unemployment rate and therefore signals the need to further create strategic interventions to reduce poverty among these vulnerable groups. The CWIQ Survey (2005) shows that about 18% of the population were self-employed, with more men (20%) than women (15%) creating their own jobs. Self-employment was especially high in Carriacou, Petite Martinique, St. Johns and St. Mark's. However, the labour market was segmented along gender lines in some industries, such as construction, with 2% of female employed compared with 37% male (CWIQ, 2005:29). Women were more likely to work in the service industries, and in the wholesale and retail distribution sector (GOGR/CDB, 2012: 39).

101. In 1991, the overall labour force participation rate was 52%, with 67.6% of males participating compared to 38.2% of females. By 2005, the overall participation rate was 65.7%, comprising 72.5% of males and 59.1% of females. While participation by females grew more sharply during the entire period, fewer females than males participated in the labour force. To address this, Government established a target to increase participation of females in the force by 30% by 2009. Progress on this front has however, been slow (GOGR/CEDAW Report, 2009: 4-5).
102. Table 9 below shows the gendered occupational segregation in the labour force in Grenada, based on the 2011 Population and Housing Census. The data indicate that males predominate in the following occupational fields: agriculture, forestry and fishing; manufacturing; electricity, gas, steam and air conditioning supply; water supply, sewerage, waste management; construction; transportation and storage; information and communications; administrative and support services; arts, entertainment and recreation. Females predominate in the following occupational fields: wholesale and retail trade; accommodation and food services; financial and insurance services; professional, scientific and technical activities; education; health and social work; other service activities; and household production. The occupational fields which show some gender parity are: mining and quarrying; real estate; and public administration, defence and social security.

TABLE 9: EMPLOYED POPULATION BY INDUSTRY AND GENDER, 2011

Employed Population by Industry and Gender, Population Census 2011				
Industry	Gender		Total	Percent
	Male	Female		
Agriculture, forestry and fishing	2785	604	3389	8.2
Mining and quarrying	20	18	38	0.1
Manufacturing	1243	713	1956	4.7
Electricity, gas, steam and air conditioning supply	193	71	264	0.6

Water supply; sewerage, waste management and remediation activities	317	64	381	0.9
Construction	4238	202	4440	10.7
Wholesale and retail trade; repair of motor vehicles and motorcycles	2951	3272	6223	15.0
Transportation and storage	1885	410	2295	5.5
Accommodation and food service activities	864	1550	2414	5.8
Information and communication	324	226	550	1.3
Financial and insurance activities	375	733	1108	2.7
Real estate activities	27	26	53	0.1
Professional, scientific and technical activities	237	370	607	1.5
Administrative and support service activities	1009	757	1766	4.3
Public administration and defence; compulsory social security	1864	1747	3611	8.7
Education	1097	2700	3797	9.2
Human health and social work activities	285	1519	1804	4.4
Arts, entertainment and recreation	389	189	578	1.4
Other service activities	390	498	888	2.1
Household activities: Undifferentiated production of goods and services for household use	87	915	1002	2.4
Activities of extraterritorial organizations and bodies	14	23	37	0.1
Not stated	2199	2000	4199	10.1
Total	22793	18607	41400	100.0

Source: Population and Housing Census 2001 and 2011, Central Statistical Office, Ministry of Finance, Government of Grenada. Note from CSO: "Parts may not sum to total because data are weighted".

103. There is clear evidence of gender role stereotyping based on the occupational data presented in Table 9 above. Opinions expressed by participants at the sector, area and national consultations indicate both traditional beliefs about 'appropriate' male/female gender roles as well as evidence of changes taking place in the society.

5.5.2 GENDER, EDUCATION AND TRAINING

104. According to Grenada's *CEDAW Report* (GOCR, CEDAW, 2009: 30), males and females have equal access to education. The *Education Act (2002)*, Section 3 (3) includes the following specific goals and objectives of the Education System:

- (d) *To provide opportunities for everyone in Grenada to reach their maximum potential; and*
- (f) *To promote the principle and practice of gender equality.*

105. At present, the Ministry of Education, Government of Grenada is in the process of planning the implementation of the new OECS Educational Sector Strategy 2012-2022 (OESS). The plan aims to improve education across the Eastern Caribbean region over the next 10 years. One of its key areas of concern is that of gender disparities in performance at all levels of the school system and the declining participation of males at the upper secondary and tertiary levels. Thus, boys’ educational attainment is listed as a cross-cutting issue throughout the plan’s strategy imperatives.

EARLY CHILDHOOD EDUCATION (ECE)

PARTICIPATION

106. The Government of Grenada has established an Early Childhood Education (ECE) programme for each of the three phases in early childhood:
- (i) Birth-3 years old in day-care centres;
 - (ii) 3-5 years old in pre-schools;
 - (iii) 5-7 years old in primary schools.

ECE is provided by both the Government of Grenada as well as the private sector.

PRIMARY EDUCATION

PARTICIPATION

107. Education statistics at the primary level indicate that between 2006/07–2010/11, boys had a 4% (M – 52%: F – 48%) to 6% (M – 53%: F – 47%) higher enrolment than girls, but by 2011/12 it had reached near parity (M – 51%: F – 49%). Thus at the primary level, there has been a sustained higher male participation rate than girls, which more than likely reflects population statistics for this age group since Grenada offers universal access to primary education. Table 10 below shows the participation of boys and girls in primary schools from 2006/07 – 2011/12.

TABLE 10: ENROLMENT IN PRIMARY SCHOOLS BY GENDER: 2006/07–2012/13

YEAR	MALE	FEMALE	TOTAL	% MALE	% FEMALE
2006/07	7124	6357	13481	53	47
2007/08	6615	5951	12566	53	47
2008/09	6237	5713	11950	52	48

2009/10	6584	5899	12483	53	47
2010/11	6091	5583	11674	52	48
2011/12	5846	5606	11552	51	49

Source: Ministry of Education and Human Resource Development, Government of Grenada, July 3013

REPETITION

108. The statistics on repetition in Table 11 below reveal that significantly higher numbers of boys than girls have been repeating grades/years at the primary level in the period 2006/07–2011/12.

TABLE 11: REPETITION RATES IN PRIMARY SCHOOLS BY GENDER: 2006/07–2011/12

YEAR	NUMBER OF REPEATERS			REPETITION RATE		
	M	F	T	M	F	T
2006/07	307	262	569	3.8	2.3	3.1
2007/08	283	151	434	4.0	2.8	3.5
2008/09	193	111	304	5.1	2.5	3.8
2009/10	283	151	434	3.2	1.1	2.2
2010/11	198	65	263	3.3	1.2	2.3
2011/12	239	161	400	4.0	2.9	3.5

Source: Ministry of Education and Human Resource Development, Government of Grenada, July 3013

DROPOUTS

109. Generally more boys have been dropping out than girls, as shown in Table 12 below. It needs to be noted that the high rates of male dropouts in 2006/07–2007/08 have declined significantly, which is a good sign. It has not been possible to ascertain whether this is as a result of strategies put in place to address the high rate of male dropouts at the primary level. It has also not been possible to access the precise reasons for males and females dropping out of primary school. It is recommended that the Ministry of Education needs to collect this data at the primary level.

TABLE 12: DROPOUT RATES IN PRIMARY SCHOOLS BY GENDER, 2006/07–2010/11

YEAR	Number of Dropouts			Dropout Rate		
	M	F	T	M	F	T
2006/07	30	8	38	0.2	0.1	0.3
2007/08	25	4	29	N/A	N/A	0.2
2008/09	8	2	10	N/A	N/A	0.3
2009/10	9	2	11	N/A	N/A	0.1
2010/11	5	1	6	N/A	N/A	0.1

Source: Education Statistical Digest 2010, Statistical Division, Ministry of Education and Human Resource Development, Government of Grenada

TRANSITIONS

110. The transition rates in Table 13 below indicate that the Government of Grenada put in place universal secondary education in 2012, so while the Caribbean Primary Exit Assessment (CPEA), formerly known as the Common Entrance Examination, has been retained, the 100% cohort of primary school students who sit the CPEA are placed in secondary schools. The figures also indicate that significantly higher numbers of boys than girls sat the CPEA in the period 2006–2013 and except for 2009, higher numbers of boys were admitted to secondary schools annually. However, Table 14 indicates that girls had higher mean scores in three out of four subjects in the CPEA results in 2013. In the absence of similar statistics for the previous years, it is not possible to indicate whether this has been a pattern of male/female performance in the CPEA examinations, and therefore whether other factors were at play in the process of selecting male and female candidates for secondary education.

TABLE 13: CARIBBEAN PRIMARY EXIT ASSESSMENT (CPEA) RESULTS AND TRANSITION RATES BY GENDER, 2006–2013

YEAR	Number Sat			Number Selected			TRANSITION RATE
	M	F	TOTAL	M	F	TOTAL	
2006	N/A	N/A	3471	1049	951	2000	58
2007	N/A	N/A	3481	1122	1186	2300	66
2008	1532	1266	2798	1105	993	2098	75
2009	1415	1241	2656	855	913	1768	67
2010	1398	1056	2454	N/A	N/A	1760	71
2011	1250	1040	2290	1049	1000	1994	87
2012	927	795	1722	927	795	1722	100
2013	889	859	1749	N/A	N/A	N/A	98

Source: Common Entrance Reports, Ministry of Education and Human Resource Development, Government of Grenada, July 3013

TABLE 14: CPEA, MEAN STANDARDIZED SCORES BY SUBJECT AND GENDER, 2013

Subject	Males	Females	Total
Language	55	62	58.5
Mathematics	55	57	56.0
Civic	73	68	70.5
Science	62	66	64.0

Note: CPEA Results 2013: The mean score is calculated from a 100 possible marks.

Source: Ministry of Education and Human Resource Development, Government of Grenada, July 3013

SECONDARY EDUCATION

111. Table 15 below indicates that a higher number of girls were enrolled in secondary schools than boys in the period 2006/07–2011/12. When compared with the results of the CPEA examinations in Table 13 above, it suggests a higher rate of male dropouts from secondary education. On the positive side, the 2011/12 figures indicate a 50:50 male/female ratio, which suggests that there have been attempts to retain boys in secondary schools. Furthermore, the Ministry of Education has held public forums on male under-achievement in Grenada and through their reports, have documented the issue.

TABLE 15: PARTICIPATION IN SECONDARY SCHOOLS BY GENDER, 2006/07–2011/12

YEAR	MALE	FEMALE	TOTAL	% MALE	% FEMALE
2006/07	4681	5264	9945	47	53
2007/08	5001	5345	10346	48	52
2008/09	4981	5190	10171	49	51
2009/10	5003	5149	10152	49	51
2010/11	5001	5199	10200	49	51
2011/12	5210	5165	10375	50	50

Source: Ministry of Education and Human Resource Development, Government of Grenada, July 3013

REPETITION

112. Males exhibited significantly higher repetition rates than females in secondary schools in the period 2006/07–2011/12, as shown in Table 16 below. It also needs to be noted that the overall repetition rates for the period were on the decline.

TABLE 16: REPETITION RATES IN SECONDARY SCHOOLS BY GENDER, 2006/07–2011/12

Year	Male	Female	Average Rate
2006/07	8.1	5.2	6.7
2007/08	8.9	4.6	6.8
2008/09	9.0	4.0	6.5
2009/10	12.6	6.8	9.7
2010/11	7.5	3.2	5.3
2011/12	6.3	3.9	5.1

Source: Ministry of Education and Human Resource Development, Government of Grenada, July 3013

DROPOUTS

113. Table 17 below indicates a mixed picture of male/female dropouts from secondary schools. In 2006/07, 2008/09 and 2010/2011, higher numbers of girls dropped out of secondary schools than boys. And in 2009/2010 and 2011/12, higher numbers of boys dropped out of secondary schools than girls. This empirical data calls into question the public perception that males are dropping out of secondary education in higher numbers than females. In addition, the Grenada statistics may be anomalous, when compared with the other OECS countries, something which would need to be ascertained at the end of the 10-country survey of CDB's borrowing member countries. It has not been possible to access data on the reasons for male/female dropouts of secondary education in Grenada, and the report recommends that the Ministry of Education needs to collect, collate and analyze the data on the reasons for male/female dropouts at the secondary level.

TABLE 17: DROPOUT RATES IN SECONDARY SCHOOLS BY GENDER, 2006/07–2011/12

YEAR	Number/ Percentage of Dropouts					Dropout Rates
	M	M	F	F	T	T (%)
2006/07	36	46%	42	54%	78	1.4
2007/08	N/A	N/A	N/A	N/A	N/A	2.0
2008/09	50	42%	69	58%	119	1.2
2009/10	114	61%	72	39%	186	1.8
2010/11	60	40%	89	60%	149	1.5
2011/12	137	67%	66	33%	204	2.0

Source: Statistical Division, Ministry of Education and Human Resource Development, Government of Grenada, July and November 2013

CURRICULUM CHOICE AND SUBJECT PROFICIENCY IN SECONDARY SCHOOLS

114. Table 18 below indicates male/female subject choices for the Caribbean Examinations Council (CXC) CSEC examinations, as well as the results in June 2013. With regard to subject choices, higher numbers of girls sat the CXC examinations in the academic subjects: English A (53%), English B (82%), Mathematics (55%), Chemistry (64%), Biology (56%), Human and Social Biology (57%), Economics (75%), Caribbean History (59%), Social Studies (58%), French (74%) and Spanish (69%), while higher number of boys sat the CXC examinations in Physics (59%) and Geography (63%). Thus girls are pursuing the academic fields in higher numbers than boys, including the traditionally male-dominated fields of Mathematics, Economics, Biology and Chemistry.

115. In the non-academic fields/ technical-vocational fields, the traditional male/female stereotypes are very noticeable, with girls predominating in Clothing and Textiles (80%), Food and Nutrition (85%), Home Economics Management (89%), Office Administration (74%), Principles of Accounts (60%), Principles of Business (60%), and Theatre Arts (76%),

while boys predominate in Agricultural Science (58%), Technical Drawing (83%), Visual Arts (63%), and Physical Education and Sport (74%).

116. Interestingly, boys and girls achieved close to parity in Electronic Document Preparation and Management (50%), Information Technology (M-52%; F-48%), a development suggesting that both males and females are taking advantage equally of the new information and communications technologies (ICTs).
117. It's also noteworthy that in all the traditional 'male' or 'female' fields, there are a number of the 'other' gender who are stepping out of the traditional male/female gender role stereotypes – for example, 26% of males are studying Office Administration, 20% Clothing and Textiles, 15% Food and Nutrition, and 11% Home Economics Management; while 41% of girls are studying Physics and 17% Technical Drawing. However, it is evident that greater numbers of girls than boys are breaking through the traditional gender role stereotypes and studying subjects that were traditionally 'male'.

TABLE 18: ENTRANTS IN CXC GENERAL PROFICIENCY BY SUBJECT AND GENDER, JUNE 2013

SUBJECT	Girls Nos.	Girls %	Boys Nos.	Boys %	Grand Total
ENGLISH A	845	53%	751	47%	1596
ENGLISH B	283	82%	64	18%	347
MATHEMATICS	538	55%	434	45%	972
PHYSICS	87	41%	127	59%	214
CHEMISTRY	150	64%	85	36%	235
BIOLOGY	168	56%	133	44%	301
HUMAN AND SOCIAL BIOLOGY	199	57%	151	43%	350
INTEGRATED SCIENCE	240	50%	244	50%	484
SOCIAL STUDIES	640	58%	468	42%	1108
CARIBBEAN HISTORY	168	59%	115	41%	283
GEOGRAPHY	145	37%	246	63%	391
FRENCH	133	74%	47	26%	180
SPANISH	155	69%	69	31%	224
INFORMATION TECHNOLOGY	266	48%	294	53%	560
OFFICE ADMINISTRATION	317	74%	112	26%	429
PRINCIPLES OF BUSINESS	434	60%	289	40%	723
PRINCIPLES OF ACCOUNTS	162	60%	110	40%	272
FOOD AND NUTRITION	367	85%	64	15%	431
HOME ECONOMICS MANAGEMENT	254	89%	30	11%	284
AGRICULTURAL SCIENCE SINGLE AWARD	203	42%	276	58%	479
TECHNICAL DRAWING	49	17%	247	83%	296
ELECTRONIC DOCUMENT PREPARATION AND	47	50%	47	50%	94

MANAGEMENT					
CLOTHING AND TEXTILES	140	80%	34	20%	174
THEATRE ARTS	13	76%	4	24%	17
VISUAL ARTS	48	37%	83	63%	131
PHYSICAL EDUCATION AND SPORT	87	26%	252	74%	339
ADDITIONAL MATHEMATICS	9	39%	14	61%	23
ECONOMICS	160	75%	53	25%	213
MUSIC		0%	2	100%	2
RELIGIOUS EDUCATION	82	85%	15	15%	97
Grand Total	6389	57%	4860	43%	11249

Source: CXC/CSEC 2013, Education Planning Unit, Ministry of Education and Human Resource Development, Government of Grenada

118. Table 19 below provides a breakdown of the results of CSEC examination results by subject and gender in 2013. Girls are out-performing boys in the vast majority of subjects, and even where the percentages suggest the opposite, the raw numbers provide a different picture. For example, 41.3% of the total number of boys who sat Mathematics passed compared to 34.4% of girls. However, 191 boys passed compared to 201 girls, due to the fact that higher numbers of girls sat the exam. Boys outperformed girls in the following subjects: Physics, Integrated Science (by a narrow margin of M – 207: F – 203), Geography, Agricultural Science, Technical Drawing, Electrical and Electronic Technology, Building Technology (Woods), Visual Arts, Physical Education and Sport, Building Technology, Manual Technology, and Music. Thus, girls are performing better than boys in the majority of academic subjects, both in terms of raw numbers and percentages who sat the exams. However, the gendered segregation by subjects which then manifests itself in occupational segregation in the labour force is largely intact, with boys predominating in the subject areas that lead to occupations in the fields of agriculture, construction, etc.

TABLE 19: CSEC EXAMINATION RESULTS – PARTICIPATION AND PASS RATES BY SUBJECT AND GENDER, 2013

SUBJECTS	MALES			FEMALES		
	SAT	PASSED	% PASS	SAT	PASSED	% PASS
ENGLISH A	788	362	45.90%	859	573	66.70%
ENGLISH B	64	43	67.20%	283	211	74.60%
MATHEMATICS	463	191	41.30%	585	201	34.40%
PHYSICS	129	96	74.40%	87	67	77.00%
CHEMISTRY	85	62	72.90%	150	91	60.70%
BIOLOGY	133	102	76.70%	168	131	78.00%
HUMAN AND SOCIAL BIOLOGY	156	98	62.80%	206	138	67.00%
INTEGRATED SCIENCE	246	207	84.10%	241	203	84.20%
SOCIAL STUDIES	471	322	68.40%	639	490	76.70%

CARIBBEAN HISTORY	116	80	69.00%	168	118	70.20%
GEOGRAPHY	249	124	49.80%	145	100	69.00%
FRENCH	47	26	55.30%	133	95	71.40%
SPANISH	69	35	50.70%	157	101	64.30%
INFORMATION TECHNOLOGY	297	212	71.40%	273	220	80.60%
OFFICE ADMINISTRATION	114	71	62.30%	321	265	82.60%
PRINCIPLES OF BUSINESS	297	242	81.50%	443	376	84.90%
PRINCIPLES OF ACCOUNTS	120	90	75.00%	183	157	85.80%
FOOD AND NUTRITION	64	58	90.60%	350	317	90.60%
HOME ECONOMICS MANAGEMENT	30	19	63.30%	254	213	83.90%
AGRICULTURAL SCIENCE SINGLE AWARD	277	257	92.80%	204	188	92.20%
TECHNICAL DRAWING	249	203	81.50%	49	46	93.90%
ELECTRICAL & ELECTRONIC TECHNOLOGY	163	102	62.60%	17	14	82.40%
BUILDING TECHNOLOGY (WOODS)	176	146	83.00%	20	18	90.00%
CLOTHING AND TEXTILES	34	14	41.20%	138	95	68.80%
THEATRE ARTS	4	3	75.00%	13	12	92.30%
VISUAL ARTS	83	57	68.70%	48	40	83.30%
PHYSICAL EDUCATION AND SPORT	254	227	89.40%	89	85	95.50%
BUILDING TECHNOLOGY (CONST)	207	153	73.90%	24	15	62.50%
ECONOMICS	55	50	90.90%	167	138	82.60%
ELECTRONIC DOCUMENT PREPARATION AND MANAGEMENT	47	30	63.80%	47	40	85.10%
MECHANICAL ENGINEERING TECHNOLOGY	6	3	50.00%	1	1	100.00%
MUSIC	2	1	50.00%	-	-	-
RELIGIOUS EDUCATION	15	9	60.00%	82	65	79.30%
GRAND TOTAL	5525	3704	67.00%	6553	4833	73.80%

Source: CXC/CSEC Results 2013, Education Planning Unit, Ministry of Education and Human Resource Development, Government of Grenada

TEACHERS

119. The teaching force in Grenada is predominantly female. At the primary level, in the period from 2006/07–2011/12, female teachers accounted for between 77-79% annually, as indicated in Table 20 below. While research on how role models function to establish gender roles remains inconclusive, the skewed imbalance of teaching staff by sex may impact in other ways. The Caribbean CETT programme which was established in 2002 under an agreement between the University of the West Indies (UWI), USAID-Washington, and the Joint Board of Teacher Education (JBTE) with the aim to improve the teaching of reading in order to improve student literacy in the first three grades of

primary schools, has shown that female teachers can have a positive impact on male students with appropriate support and preparation.

TABLE 20: STAFF INCLUDING PRINCIPALS IN PRIMARY SCHOOLS BY GENDER, 2006/07–2011/12

YEAR	TOTAL STAFF	MALES	FEMALE	% MALE	% FEMALE
2006/07	743	165	578	22	78
2007/08	710	163	547	23	77
2008/09	722	153	569	21	79
2009/10	724	162	562	22	78
2010/11	786	188	598	24	76
2011/12	791	185	606	23	77

Source: Ministry of Education, Government of Grenada, July 2013

120. At the secondary level, female teachers accounted for between 62-65% annually, as indicated in Table 21 below. There is thus a less significant gender disparity at the level of secondary schools, with approximately one third of teachers being males.

TABLE 21: TEACHERS IN SECONDARY SCHOOLS BY GENDER, 2006/07–2011/12

YEAR	TOTAL STAFF	MALES	FEMALES	%MALES	% FEMALES
2006/07	596	225	371	38	62
2007/08	642	240	402	37	63
2008/09	664	246	418	37	63
2009/10	764	269	495	35	65
2010/11	694	245	449	35	65
2011/12	733	262	471	35	65

Source: Ministry of Education, Government of Grenada, July 2013

POST-SECONDARY AND TERTIARY EDUCATION

121. With regard to persons awarded government scholarships to study overseas, the statistics available for the period 2006-2012 (see Table 22 below) are not sex-disaggregated, so it is not possible to indicate whether more males or females have been undertaking tertiary education abroad.

TABLE 22: PERSONS AWARDED GOVERNMENT SCHOLARSHIPS, 2006–2012

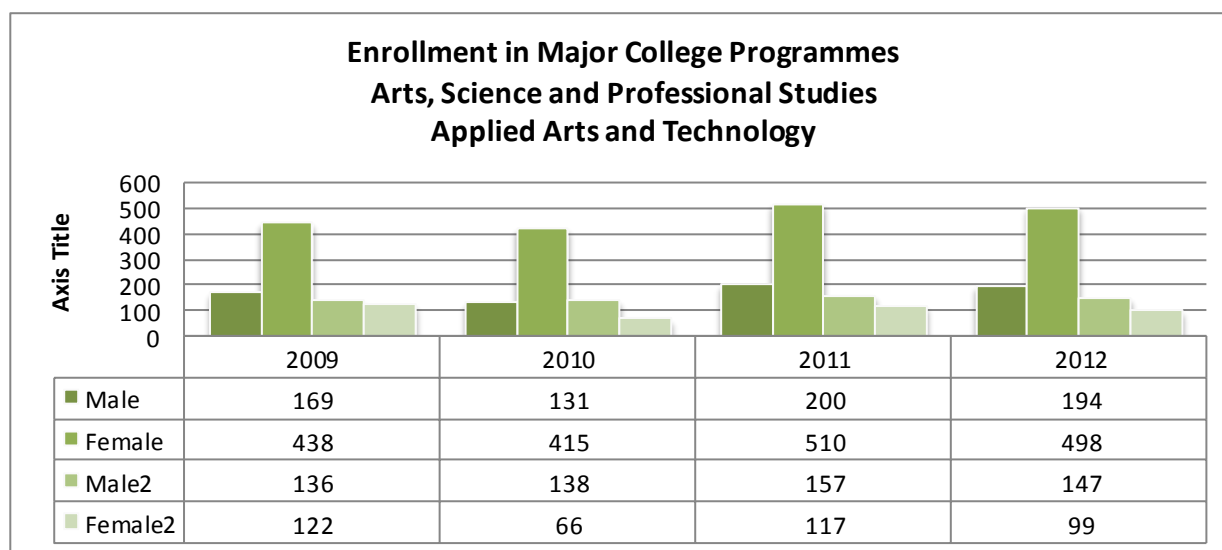
Year	Total awards
2006	108
2007	128

2008	109
2009	113
2010	122
2011	162
2012	126

Source: Ministry of Education, Government of Grenada, July 2013

122. The examination of post-secondary education brings into focus the phenomenon that males experience higher attrition rates than females at the secondary level. Figure 8 below of the ratio of male-female enrollment at the Grenada national college, T.A. Marryshow Community College (TAMCC) from 2009-2012, indicates a consistent pattern of female dominance in the fields of Arts, Science and Professional Studies, which reflects their performance in the CXC/CSEC examinations discussed above. Similarly, males show a higher participation in the fields of Applied Arts and Technology. This informs gender segregation in occupational fields and calls for the development of strategies to increase gender parity within the college curriculum and in the programmes.

FIGURE 8: ENROLMENT IN T. A. MARRYSHOW COMMUNITY COLLEGE BY GENDER, 2009–2012



Key: Male/Female = Arts, Science & Professional Studies; Male 2/Female 2 = Applied Arts & Technology

Source: Enrollment data, T. A. Marryshow College, September 2013

123. **Technical and vocational training programmes:** Beyond the formal education system, school leavers gain access to continuing education through a number of Government and privately-run and technical and vocational institutions. In recent years, the Grenada National Training Agency (GNTA), a member of the Caribbean regional Technical and Vocational Education and Training (TVET) Council, has assumed umbrella status and responsibility for the standardization of technical and vocational training in the country. The GNTA also offers certification in a broad range of skills courses. These institutions disproportionately enroll male trainees, many having attained the most basic level of education, due to the strong focus on providing training for a variety of skills required by

the construction sector. Programme accessibility and diversity give these institutions their distinctive characteristics. This suggests, following from the discussion above on male/female subject choices and performance in the CXC/CSEC examinations, that males are prioritizing specific technical/vocational fields at the secondary school level which lead to employment in the construction sector, and are then pursuing this line of training at TAMCC, GNTA and other institutions. In addition, males who do not perform well in either academic or technical/vocational subjects in secondary schools are also able to enroll in these Government or privately-run institutions and programmes, and access technical/vocational skills training.

124. **Imani youth training/empowerment programme:** The new *Imani* programme for youth empowerment is a Government initiative that targets adolescents and young adults (15-38 years) at all educational levels. The programme, which is in its first year, is designed to train and *transition* participants into self-employment, entrepreneurship and community participation through a sequence of practice courses. These include self-development, direct skills training, permanent placements, extended training, and youth participation/inclusion processes. While the scope of the programme is yet to be tested, the appeal to female and male candidates is evident from registration and participation figures where it is already showing a female : male ratio of 3 : 1.

GENDER DIFFERENTIATION IN EDUCATION AND EMPLOYMENT

125. **Patterns in educational attainment:** Despite Grenada’s attainment of a level of parity in male and female enrolment in primary and secondary education (see tables above), educational performance/achievement by gender varies significantly and is reflected in varying levels of participation in post- secondary education.

FIGURE 9: EDUCATIONAL PARTICIPATION FROM EARLY CHILDHOOD TO TERTIARY LEVELS, 2011



Source: Central Statistical Office, Ministry of Finance, Government of Grenada, July 2013

126. Evidence in support of the premise that females have been achieving higher educational performance rates than males is corroborated by education and labour force data from the Ministry of Education, TAMCC, the IMANI youth empowerment programme, the Central Statistical Office (CSO), and Grenada Industrial Development Corporation (GIDC). Table 23 below presents summary data on gender differentiation in the labour force from 2001-2008, which is further analyzed to indicate the net change(s) by gender.

TABLE 23: MAIN LABOUR FORCE TRENDS BY GENDER, 2001–2008

INDICATORS	2001	2005	2008	NET CHANGE ±
Labour Force	41,876	46,969	47,581	+5705
Male	24,822	25,581	23,493	-329
Female	17,054	21,388	24,088	+7,034
Employed Labour Force	37,741	38,172	35,722	-2,019
Male	22,489	22,409	19,295	-3,194
Female	15,252	15,763	16,427	+1,175
Youth Employment (16-25 yr)	1,849	3,434	4,977	+3,168
Male	1,006	1,409	1,999	+993
Female	843	2,025	2,978	+2,135
Adult Employment	2,288	5,363	6,882	+4,594
Male	1,330	1,763	2,199	+869
Female	958	3,600	4,683	+3,725
Employment rate	10	19	25	15%
Male	10	12	18	8%
Female	10	26	32	22%
Youth	20	33	36	16%
Participation Rate	60	66	62	2%
Male	72	73	67	-3%
Female	49	59	56	+7%

Source: Central Statistical Office, Ministry of Finance, Government of Grenada, July 2013

127. Females have shown the greater increase in labour force participation compared to males between 2001 and 2008, although males continued to exceed females in the employed labour force. The sharpest increase occurred between 2005 and 2008, which may be linked to the increased demand for labour and income in the immediate post-hurricane periods following Hurricanes *Ivan* in 2004 and *Emily* in 2005. Thereafter, female employment continued to increase consistently in all classifications at higher rates than that of men or youth.

5.5.3 CONCLUSION

128. Sex-disaggregated educational statistics point to the following key findings:

- Boys show higher repetition rates at the primary and secondary levels than girls;
- A mixed picture of male/female dropouts from secondary schools – in 2006/07, 2008/09 and 2010/2011, higher numbers of girls dropped out than boys; and in 2009/2010 and 2011/12, higher numbers of boys dropped out than girls. This

empirical evidence calls into question the public perception that there is a blanket higher incidence of males dropping out of secondary schools than females;

- Gender stereotyping/segregation is evident in the CXC subjects selected by males and females in secondary schools;
- Girls are out-performing boys in the majority of academic subjects, with boys predominating in the subject areas that lead to occupations in agriculture, construction, engineering, etc. However, even with the most basic entry-level education, males have access to technical/vocational skills training in Government and privately-run institutions and programmes;
- The gendered segregation by subjects is clearly manifested in occupational segregation in the labour force;
- Significantly higher numbers of female teachers at both the primary and secondary levels.

129. The Ministry of Education does not seem to have in place a system for the collection and analysis of data on the reasons for higher rates of male repetition at the primary and secondary levels, and for boys and girls dropping out of secondary schools. As per studies done on primary school repetition which show that household poverty and location are related to disparities in primary education, boys who drop out of secondary school may be seeking economic livelihoods. For example, participants at the area consultations and focus groups held in Carriacou and Petite Martinique indicated that boys often drop out of school to follow their fathers into fishing, boat-building, seafaring. However, there also seems to be a direct correlation between male secondary school dropouts and declining rates of male labour force participation, predominantly male drug addiction, violence and crime, arrests and imprisonment, psychiatric disorders, etc. Girls may be dropping out of secondary school due to pregnancy, as indicated by the high incidence of teenage pregnancy, the need to assist in the care of the home and family, to seek economic livelihoods (including transactional sex, as emerged at a focus group meeting in Carriacou), migration, etc.

130. The pursuit of an academic education at the secondary and tertiary levels, which gears the individual towards professional, technical and administrative positions, has become the preferred choice among females than males. The post-independence opening up of educational access to women/girls coincided with the UN Decade for Women (1975-1985), who have been taking advantage of the educational opportunities available. While opening up access to women, the education system in Grenada and across the Caribbean has not taken on the critical function (i.e., grasped the challenge) of sensitizing/socializing boys and men to engage/grapple with the redefinition of traditional male/female gender stereotypes, attitudes and behaviours, roles and responsibilities, and occupational segregation that has been taking place globally in the 20th and 21st. Thus, while increasing numbers of women have been taking advantage of educational opportunities and entering professional, technical and administrative fields in the labour market, an increasing number of males have been opting out of the full spectrum of educational opportunities open to them.

131. The aim of education is to develop the full potential of an individual regardless of his/her gender, age, socio-economic class, geographic location, (dis)ability, or other differences. The country's most valuable resource is its population, and its capacity to compete regionally and globally depends on how well it educates and trains all age groups, and provides economic opportunities and productive working environments. The education sector needs to promote the equitable development of all boys and girls, men and women in the society through high-quality, affordable education and training opportunities in a wide range of fields. In addition, gender equity in access to the new information and communications technologies will contribute to building a knowledge-based economy.

5.5.4 RECOMMENDATIONS

- (i) Support measures to increase boys' educational participation and achievement, e.g., exploring pedagogical methods that are more appropriate for learning among boys; monitoring students with learning and behavioural challenges starting from early childhood; providing remedial work and counseling to facilitate quality education; and developing mentorship/internship/practical programmes; while simultaneously ensuring that girls' educational access and achievement are not undermined.
- (ii) Support policy change to ensure that teenage mothers return to school, taking into account their particular needs with regard to breast feeding and care of young children, economic and other challenges, and peer and social pressures.
- (iii) Support the Government's efforts to increase the numbers of male and graduate teachers at all levels, e.g., integrate primary teacher training into tertiary education to enhance its status.
- (iv) Support the review of the education curriculum, textbooks and other teaching materials to eliminate gender stereotypes, and develop strategies to increase gender parity in traditional male- and female- dominated subject areas, e.g., construction and food preparation.
- (v) Support the integration of gender modules/courses into teacher training, including gender and technical fields (e.g., gender and education, gender and law, etc.), as well as health and family life education (HFLE) skills, counselling, and mediation.

5.6 GENDER, HEALTH AND WELL-BEING³¹

132. Health is defined here as a state of physical, mental and social well-being. The *Growth and Poverty Reduction Strategy (GPRS) 2012-2016* states that, “The health outcomes of Grenadians have improved noticeably over the past decade but there remains potential for improvement and the Government has put in place policies and programmes designed for making health care more accessible to all Notwithstanding these improvements, there is a notable trend toward non-communicable diseases being the leading cause of death” (GOGR; CDB, 2012: 37). The *National Strategic Health Plan 2007-2011* identifies the main causes of ill health as related to poor dietary habits, early childhood malnutrition, poor management of chronic diseases, unsafe sexual practices, accidental injuries, and drug and alcohol use (GOGR, 2006: 13.) Many of these behaviours are reflective of poor lifestyles, inimical to productivity, and are closely linked to poverty. The *National Strategic Health Plan 2007-2011* also shows that mental health issues must be given greater priority, although there was some uncertainty about the causes and treatment of such conditions (GOGR; CDB, 2012: 37).
133. Access to proper health care and health facilities is thus critical for a healthy Grenadian populace. Improved reproductive health is imperative to improvements in Grenada’s child and infant mortality rates from 21.0 and 26.0 deaths per 1,000 live births in 2000 to 15.0 and 19.0 deaths per 1,000 live births in 2007 (GOGR, CDB, 2012:37).
134. Grenada has a high incidence of gender-based violence (see Section 5.7 below). However the Ministry of Social Development has found inadequacies in the medical response to victims of gender-based violence including sexual offences. These include the lack of treatment and evaluation of STDs, infections and pregnancy risks, improper collection of medical and clinical evidence, and documentation of injuries. In response to this situation, the Legal Aid and Counseling Clinic (LACC) collaborated with UNICEF in 2012 to offer training on sexual offenses protocols for 50 nurses from the Accident and Emergency Departments of the country’s hospitals.
135. The incidence of HIV/AIDS in the general population is 0.57%. The *Grenada National HIV/AIDS Strategic Plan 2009–2015* includes the following priority areas: (1) Enabling environment and human rights; (2) Prevention of HIV transmission; (3) Treatment, care and support of persons living with and affected by HIV/AIDS; (4) Strengthening the multi-sectoral response; (5) Strengthening governance and management systems; and (6) Research, monitoring and evaluation. This is imperative since the region has the second highest HIV rate in the world. Further, young women between the ages of 24-44 years old are more likely than men to contract HIV. In working towards achieving Millennium Development Goal (MDG) 6, the *Grenada National HIV/AIDS Strategic Plan 2009–2015*

³¹ This Section draws on data from a number of sources, including primary data from the Ministry of Health, July 2013.

was initiated as a national response to the epidemic and to provide universal access to HIV prevention, treatment and care to Grenadian citizens.

136. The health system is also confronted with the high incidence of male drug use/addiction. Table 24 below indicates the total number of drug-related admissions at the country's main public hospital by gender, age and type of drug (2011–2012). Table 25 below indicates the predominance of males admitted to the psychiatric hospital for drug-related conditions.

TABLE 24: DRUG-RELATED CASES AT THE MAIN PUBLIC HOSPITAL, 2011–2012

Category	2011	2012
SEX		
Males	152	146
Females	19	22
Total	171	168
AGE GROUP		
< 15	1	3
15-19	5	5
20-24	12	5
>25	153	155
TYPE OF DRUG (BY PRINCIPAL DRUG)		
Alcohol	159	162
Marijuana (Cannabis)	6	5
Cocaine (Crack)	6	1
Total cases	171	168
MODE OF TREATMENT		
Outpatient	0	0
Residential	171	168
Total cases	171	168

Source: Ministry of Health, Government of Grenada, July 2013

TABLE 25: NUMBER OF DRUG-RELATED ADMISSIONS TO THE PSYCHIATRIC HOSPITAL BY CONDITION AND GENDER (JAN-DEC 2012)

Sex	Alcohol	Other Drugs
Males	58	279
Females	8	18
Total	66	297

5.6.1 CONCLUSION

137. Health is the most precious and important asset of a nation. It is a universal value, a basic human right, and a resource for everyday life. People have a difficult time remaining healthy when they do not have adequate income, housing, education, or support from family and friends. Health represents not merely the absence of illness. It is a key to productivity, enabling the population to participate in the production of goods and services, and in reproductive activities in the home and community. If health is an asset and ill health a liability, protecting and promoting health are central to the process of human development and poverty reduction.

138. Many health issues are linked to biological differences between the sexes, and gender socialization and roles. Men and women exhibit differences in the incidence of disease, have differential access to health care information and services, and show differences in health outcomes. Traditionally women have been the primary decision-makers in matters of health, and data indicate that they access health care earlier and more frequently than men. The incidence of illness and disease tends to be viewed as a sign of weakness by males, who are often reluctant to seek preventative testing or monitoring of health conditions. Gendered factors are also evident in sexual and reproductive health in the society including: inadequate sex education, women's unequal power to insist on condom use, unprotected sex with multiple partners, transactional sex including among adolescents, and the increased incidence of STIs and HIV/AIDS. Gender equality and equity approaches acknowledge men's and women's differential health needs and access, and aim to contribute to better health and well-being throughout their life cycle.

5.6.2 RECOMMENDATIONS

- (i) Promote the equitable participation of all men, women and young people in matters related to their health and that of their families and communities.
- (ii) Raise public awareness on the importance of diet to good health, and promote the consumption of Grenada's wide variety of vegetables, fruits and other agricultural produce.
- (iii) Develop strategies and programmes to improve men's health including: a public awareness programme to promote men's health; targeting males as users of health services; reducing the incidence of prostate cancer; encouraging male health-seeking behaviours; etc.
- (iv) Develop strategies and programmes to improve women's and girls' health including: reducing the incidence of anemia among primigravida; post-partum care; reducing the incidence of breast, cervical and uterine cancers; addressing the needs of menopausal women; providing special health care in situations of sexual abuse; improving the management of psycho-social health conditions; etc.
- (v) Develop and strengthen programmes and services related to sexual and reproductive health across the health system.
- (vi) Develop and strengthen the health system's responses to victims of gender-based violence including sexual offences, including the treatment and evaluation of STDs, infections and pregnancy risks; collection of medical and clinical evidence; and documentation and reporting of cases.
- (vii) Ensure the ongoing collection, collation, analysis and dissemination of sex-disaggregated health statistics, and its use in developing policies, plans and programmes for the health sector.

5.7 GENDER, VIOLENCE AND CRIME³²

139. There is significant statistical evidence of gender-based violence (GBV) in Grenada, based on records kept by the Royal Grenada Police Force. While the highest numbers of women and girls are victims/survivors of gender-based violence, men and boys also experience GBV. In 2010, due to the rising incidence of gender-based violence against women, the Ministry of Social Development and the Grenada National Organization of Women (GNOW) commissioned the development of the *National Domestic Violence and Sexual Abuse Protocol for Grenada*. The Protocol reports that domestic violence represents the highest incidence of gender-based violence, particularly intimate partner violence and sexual violence. Sexual harassment, incest and rape are also prevalent, although these

³² This section draws on the following reports: Henry-McQueen (2011); GOGR/CEDAW (2009).

incidents often go unreported. Linked to this, are the interconnections among masculinity, crime and violence, whereby violence is seen as inherent to ‘being a real man’, ‘asserting one’s manhood and masculinity’. In the private sphere, it is often expressed through gender-based violence, while in the public sphere it includes GBV and wider forms of criminal violence (e.g., assault, rape, murder/homicide, damage to property, gang violence, etc.).

140. **Domestic homicides:** There were 73 murders (homicides) in the period 2005–2009. Of those, the deaths of 7 females and 1 male (11%) were due to intimate partner violence. A further 7 males and 1 female (11%) homicides were due to domestic violence committed by persons in other domestic relationships. Therefore, 22% of all murders during the 7-year period were due to domestic violence (domestic homicide). Of the 15 women victims, 7 (47%) were directly attributed to intimate partner violence (IPV) (Henry-McQueen, 2011: 4). Table 26 below indicates details of the 8 cases of domestic homicide due to intimate partner violence, including the age of the victim and perpetrator, relationship of the perpetrator to the victim, and the nature of the murder committed.

TABLE 26: DOMESTIC HOMICIDES DUE TO INTIMATE PARTNER VIOLENCE, 2005–2009

Year	Sex of Victim	Age of Victim	Age of Perpetrator	Relationship of perpetrator to victim	Nature of Murder/homicide	Location of Incident
2005	F	33	42	Husband	Strangled	Home
2005	F	42	51	Husband	Shot in the back	Home
2005	F	42	40	Child’s father	Struck in the head, chopped up and buried	Farm
2006	F	36	40	Husband	Strangled	Unstated
2007	F	61	74	Boyfriend	Stabbed	Home
2008	F	40	30	Boyfriend	Several chop wounds	Home
2008	M	69	46	Common-law wife	Stabbed	Home
2009	F	28	37	Husband	Stabbed	Home

Source: Criminal Records Office, Royal Grenada Police Force; Quoted in Henry-McQueen, 2011: 5

141. **Sexual offences:** During the period 2000–2010, there were 1,630 reported cases of sexual offences. The majority were reported for indecent assault (718), defilement of a female (496), and rape (317). Table 27 below indicates the details.

TABLE 27: SEXUAL OFFENCES REPORTED IN THE PERIOD 2000–2010

Years	Indecent Assault	Rape	Incest	Unlawful Carnal Knowledge	Defilement of a Female ³³	Unnatural Connection	Grand Total
2000	50	21	4	2	28	3	108
2001	59	21	7	0	36	3	126
2002	71	29	13	3	44	3	163
2003	65	32	5	0	41	4	147
2004	56	19	1	1	42	5	124
2005	67	23	13	0	48	1	152
2006	42	22	2	0	32	5	103
2007	61	30	7	0	55	4	157
2008	83	31	5	2	48	6	175
2009	87	57	10	1	59	8	222
2010	77	32	2	3	36	3	153
Total	718	317	69	12	469	45	1,630

Source: “Crimes and minor offences” reported in the period 1997 – 2010, Criminal Records Office, Royal Grenada Police Force; Quoted in Henry-McQueen, 2011: 6

142. The Government of Grenada is taking gender-based violence very seriously, and has put in place the following legislation and other mechanisms to address the issue:
- The *Domestic Violence Act (2010)* (see Section 6. below); and
 - A *National Domestic Violence and Sexual Abuse Protocol*, which was brought into force in May 2011.

In putting in place these mechanisms, the Government through the Ministry of Social Development continues to sensitize the population on domestic violence. Importantly, the mechanisms seek to further protect victims of domestic violence by broadening the category of women who can receive protection to include those in common-law and visiting relationships.

143. In addition to the *Domestic Violence Act (2010)*, issues of gender-based violence are addressed under various pieces of legislation. Table 28 below indicates the country’s main legal instruments to address various forms of gender-based violence.

³³ As per Section 178, Criminal Code which provides for imprisonment of fifteen (15) years for “whoever unlawfully and carnally knows any female under thirteen years of age, whether with or without her consent...”

TABLE 28: LEGISLATIVE FRAMEWORK TO ADDRESS GENDER-BASED VIOLENCE

Form of VAW	Legislation
Femicide	Criminal Code (treated equally within the Homicide laws)
Intimate Partner Violence (IPV)	Domestic Violence Act (2010) primarily provides civil protection for victims
	Criminal Code provides criminal remedies within the provisions on assault, maiming, attempted murder, etc.
Sexual Violence	Criminal Code identifies rape, indecent assault, defilement of a female, incest, carnal knowledge, and procurement or abduction of a female for the purpose of carnal knowledge, among sexual offences
	Domestic Violence Act (2010) recognizes sexual violence as a form of domestic violence when it occurs within the domestic setting, including between intimate partners
	Child (Protection and Adoption) Act (2010) recognizes sexual violence as a form of child abuse when committed against a child
Trafficking in Persons	Criminal Code and laws relating to immigration

144. In 1999, the Government established Cedars Home, a shelter for victims/survivors of domestic violence which provides a safe and supportive environment for abused women and their children on a temporary basis, while they are provided with support services such as personal counselling, conflict resolution and life skills training, pre- and post-natal care, and child-care for those with children, so as to live free of violence. However, the limitations of the services are: scarcity and/or non-allocation of psycho-social support to clients and residents; and the lack of economic support for the most vulnerable and poor clients when they leave the shelter (GOGR/CEDAW, 2009: 14).
145. In May 2003, the Ministry of Social Development established a Domestic Violence Unit which is responsible for:
- addressing various issues of domestic violence at the national level;
 - heightening public awareness of domestic violence through community outreach, print and electronic media;
 - providing educational programmes on the root causes and effects of domestic violence on individuals and families, with an emphasis on protection;
 - assisting with the enforcement of the *Domestic Violence Act (2010)*;
 - providing counselling to domestic violence victims and family members;
 - collecting statistical data on the incidences, effects and linkages between the various forms of domestic violence in order to assist policy-makers and stakeholders to assess the prevalence of domestic violence;
 - providing support to the Cedars Home for Abused Women and their Children; and
 - establishing a 24-hour helpline for victims of domestic violence or persons requiring information (GOGR/CEDAW, 2009: 14-15).

146. To facilitate the implementation of the *Domestic Violence Act* and its related Statutory Rules and Orders forms, Magistrates Clerks were trained in 2007 to use the forms so that vulnerable victims could access the services without the prohibitive costs associated with engaging a lawyer. However, the working conditions of the Magistrates Clerks do not tend to allow for client privacy. The non-governmental organization, Legal Aid and Counselling Clinic (LACC), fills the void by providing legal support to victims at a minimal cost (GOGR/CEDAW, 2009: 15).
147. Two research studies on gender-based violence were conducted on: (1) “Mapping of Existing Social Service Delivery Systems and Identification of Gaps in Current Services” (with regard to child protection, domestic violence and juvenile justice components, for the implementation of the OECS Family Law Reform project); and (2) “Review of Policing and Prosecution of Sexual Offences: Country Report for Grenada”. The following key findings/challenges emerged, related to addressing gender-based violence:
- **Policing** (Inadequate response, reporting, investigation and follow-up; Training inconsistent and unsystematic; No specialized response unit.) It must be noted that the *Domestic Violence Act 2010* requires police officers to respond to all reports of domestic violence and file a report. Previously, police officers used their own discretion on whether to respond to incidents of domestic violence;
 - **Health system** (Lack of a cadre of medical professionals specifically trained to respond, particularly to sexual violence; Lack of rape kits and other forensic tools at the General Hospital; Infrequent use of photographs to document physical injuries; Lack of effective social work and other victim support services at the hospital; Insufficient coordination of responses between doctors and other key stakeholders);
 - **Social services and advocacy** (The need for services exceeds what is currently available); State responses are less developed than NGO responses; The Domestic Violence Unit is under-resourced and heavily reliant on collaboration with social partners to implement its mandate; There is scope for improvement of counselling and other psychosocial services; Group counselling and other innovative interventions have not been sufficiently developed; Prevention strategies need to be given more deliberate and sustained attention);
 - **Justice Sector** (The demand for legal aid services is high, especially for women who seek protection orders but are unable to afford legal assistance, or those who lack the knowledge of their legal rights under the *Domestic Violence Act 2010*, but legal aid is not offered by the State; The justice system is not perceived as victim-friendly by the public. Issues of delay, insensitivity and other challenges serve as barriers to access to justice; Victim reluctance to proceed with charges is a major challenge contributing to the ineffectiveness of the justice system. Charges are frequently withdrawn by victims, or victims otherwise discontinue with the legal proceedings; Ongoing training and capacity building are important, especially for the police, prosecutors and judicial officers. For example, a police training programme was undertaken in collaboration with UN Women, the Police

Department of Ottawa, Canada, and the Association of Caribbean Commissioners of Police (Henry-McQueen, 2011: 9-10).

148. As discussed above, Grenada has put in place a number of legislative, institutional and other mechanisms to address gender-based violence. The Division of Gender and Family Affairs is currently implementing a project to address gender-based violence through a 3-year grant from UN Women's Gender Equality Trust Fund, which has contributed significantly to programming in the area. The Division is in the final stages of putting in place a *National Strategic Action Plan on Gender-based Violence*, which aims to take a co-ordinated multi-sectoral approach to addressing gender-based violence in the society that includes the Ministries of Social Development, Legal Affairs, Health, Education and Human Resource Development, Youth, Empowerment and Sports; relevant State agencies (Royal Grenada Police Force, etc.); Civil society organizations (e.g., GNOW, LACC); the Media, etc.

5.7.1 CONCLUSION

149. Gender-based violence is linked to unequal power relations between men and women, and represents a violation of human rights, a serious health problem, and an obstacle to socio-economic development. The physical, sexual, psychological, emotional and financial abuse inflicted upon women/girls and men/boys cuts across socio-economic class, age, and other social divides, impinging on and compromising their fundamental rights and freedoms. The fear and insecurity resulting from gender-based violence is a constraint to victims'/survivors' mobility, and limits their participation in activities and access to resources. In addition to the experience of gender-based violence, victims/survivors often face social stigma which compounds the harm done. Gender-based violence thus comes with high social, health and economic costs to the individual, family, workplace and society.
150. Gender-based violence is connected to economic empowerment in two ways. First, groups or individuals who are disadvantaged, especially dependent women and unemployed youth, are more at risk of and unable to counteract violence in the home. Second, rarely calculated as an economic loss to society, victims of this cycle of violence are unable to function optimally. The economic costs to society include person hours of productive and reproductive work lost, and the costs to the justice and health care systems, etc.

5.7.2 RECOMMENDATIONS

- (i) Take a multi-sectoral approach to addressing gender-based and wider forms of violence in the society including: violence prevention; applying just and effective remedies; supporting the healing of victims/survivors and rehabilitation of perpetrators; engaging relevant agencies such as the police, judicial system, social service agencies, prison services, and civil society organizations.
- (ii) Put systems in place to ensure the collection, collation and analysis of sex-disaggregated data by the relevant authorities including the Division of Gender and Family Affairs, Royal Grenada Police Force, Court system, prison services, health and education sectors, and civil society organizations such as LACC.
- (iii) Integrate issues related to gender-based violence into the Health and Family Life Education (HFLE) school curriculum at the primary and secondary levels, and parenting/life skills through Parent-Teacher Associations, Health Clinics, the Youth Division, etc.

5.8 GENDER, LEADERSHIP AND DECISION-MAKING

151. Table 29 below indicates the numbers of women candidates and elected Members of Parliament in the country's national elections from 1990 to the present.

TABLE 29: NUMBERS OF WOMEN CANDIDATES AND ELECTED MEMBERS OF PARLIAMENT (MPs) IN GENERAL ELECTIONS, 1990–2013

Election Year	Number of Candidates Nominated				Number of Seats Won			
	Women	Men	Total	Women nominated (%)	Women	Men	Total	Women elected (%)
1990	5	71	76	6.6%	2	13	15	13.3%
1995	9	73	82	11.0%	3	12	15	20.0%
1999	9	36	45	20.0%	4	11	15	26.7%
2003	12	52	64	18.8%	4	11	15	26.7%
2008								
2013					5	10	15	33.3%

Source: Parliamentary Elections Office, Parliament of Grenada; Quoted in GOCR/CEDAW, 2009: 57

152. As Table 29 above indicates, since 1995, women have achieved one fifth of elected parliamentary seats in Grenada. Currently, as of the February 2013 national elections, women have achieved a critical mass of elected seats in the Lower House of Parliament (5 out of 15 or 33.3%). However, a critical mass is yet to be attained in the Senate as women

only comprise 2 out of 13 appointed seats (15.4%). The country is currently ranked at 23 out of 142 democracies in the Inter-Parliamentary Union’s world classification.³⁴ Grenada also currently has two women ambassadors out of a total of seven (or 29%) in the Foreign Service.³⁵ In 2013, the Grenada National Organization of Women (GNOW) in collaboration with UN Women, the Caribbean Institute for Women in Leadership (CIWIL), and the Institute for Gender and Development Studies (IGDS) of the University of the West Indies (UWI) held a workshop on transformational leadership in Grenada for women MPs and interested women to promote women’s equal participation in politics through skills building in political activism and political leadership.

153. Grenada does not have a system of local government. However, observation of the Government management structures in Carriacou and Petite Martinique suggest that they are male-dominated.

154. Table 30 below shows the composition of Boards in the public and private sectors and civil society in Grenada. All Boards, except for the Child Protection Authority, are male-dominated. Women have achieved an average of 25% representation on public sector boards and an average of 28% representation on private sector boards (including trade unions). Thus, despite the public perception that ‘women are taking over’ the public sector, this is not borne out by the composition of public sector Boards. With regard to the trade union Boards, it is note-worthy that the Grenada Union of Teachers has a male-dominant Board (M – 80%; F – 20%), when juxtaposed with the predominance of female teachers and principals in primary and secondary schools (see tables in Section 5.5 above). Also, the Grenada Seamen and Waterfront Workers Union has no female members, which seems to reflect the male dominance of its associated occupations.

TABLE 30: COMPOSITION OF BOARDS BY GENDER, 2013

Type of Organization	Total No. of Board Members	Number of Men	Number of Women	% Men	% Women
PUBLIC SECTOR					
National Water and Sewerage Authority	8	5	3	62	38
Grenada Postal Corporation	7	5	2	71	29
Gravel, Concrete and Emulsion Production Corporation	7	5	2	71	29
Physical Planning and Development Control Authority	10	8	2	80	20

³⁴ See IPU’s world classification of “Women in National Parliaments at: <http://www.ipu.org/wmn-e/classif.htm>

³⁵ Data accessed from the Ministry of Foreign Affairs, Government of Grenada, November 2014.

National Telecommunication Regulatory Commission	4	4	0	100	0
Grenada Transport Board	8	6	2	75	25
Aviation Services of Grenada	7	5	2	71	29
Grenada Airports Authority	10	8	2	80	20
Airport Transport Licensing Board	6	5	1	83	17
Grenada Board of Tourism	9	5	4	56	44
Grenada Cultural Foundation	N/A	N/A	N/A	N/A	N/A
Grenada Spice Mas Corporation	N/A	N/A	N/A	N/A	N/A
Grenada Ports Authority	10	8	2	80	20
PetroCaribe (Grenada) Limited	6	5	1	83	17
Grenada Development Bank	9	7	2	78	22
Grenada Marketing and National Importing Board	9	7	2	78	22
Grenada Authority for the Regulation of Financial Institutions	8	6	2	75	25
Grenada Industrial Development Corporation	8	6	2	75	25
Public Tenders Board	6	5	1	83	17
Financial Complex Limited	6	4	2	67	33
Grenada Solid Waste Management Authority	8	7	1	87	13
Housing Authority of Grenada	8	6	2	75	25
Child Protection Authority	11	5	6	45	55
PRIVATE SECTOR					
Grenada Hotel & Tourism Association	N/A	N/A	N/A	N/A	N/A
Grenada Chamber of Industry & Commerce	9	6	3	67	33
Grenada Communal Credit Union	9	6	3	67	33
National Insurance Scheme	7	6	1	86	14
TRADE UNIONS					
Grenada Union of Teachers	20	16	4	80	20
Technical and Allied Workers Union	18	15	3	83	17
Grenada Seamen and Waterfront Workers Union	12	12	0	100	0
Commercial and Industrial Workers Union	15	7	8	47	53
Public Workers Union	10	5	5	50	50

Source: Government Gazette 2013; Trade Union Offices; Ministry of Communication, Works, Physical Development, Public Utilities, ICT and Community Development; Private Sector Offices & Websites

155. However, there is also a public perception that the gender gap has been closing among permanent secretaries in the public service, and leaders of non-governmental and community-based organizations.³⁶ These areas would benefit from further research. Qualitative research would also be useful on the obstacles to women's access to the highest levels of decision-making in Grenada, and whether or not women are contributing to gender-responsive decision-making where they constitute a critical mass.

5.8.1 CONCLUSION

156. Despite high levels of participation by women in the political process as voters and campaigners, relatively few women tend to be selected by political parties for leadership positions or as candidates to contest parliamentary elections, and even fewer are elected as members of parliament. There is a similar pattern of few women occupying ministerial positions, and seats in public and private sector boardrooms. Women are thus under-represented at the highest levels of decision-making in politics and governance in the Caribbean.³⁷

157. However, Grenada has been showing some progress. The February 2013 national elections resulted in women achieving a critical mass of elected seats in the Lower House of Parliament (33.3%). However, women did not achieve a critical mass of appointed seats in the Upper House (or Senate), which stands at 15.4%. The country is currently ranked at 23 out of 142 democracies in the Inter-Parliamentary Union's world classification, thus out-ranking Guyana and Trinidad & Tobago which are ranked at 29 and 34, respectively.³⁸

158. Analysis of the composition of Boards in the public and private sectors and civil society indicates that all Boards, except for the Child Protection Authority, are male-dominated. Women have achieved an average of 25% representation on public sector boards, and 28% representation on private sector boards (including trade unions). Thus, despite the public perception that 'women are taking over' the public sector, this is not borne out by the composition of public sector Boards.

159. The persistent under-representation of women in political and other forms of decision-making is a hindrance to the achievement of social and gender justice, the effective

³⁶ This is based on views expressed at the sector, area and national consultations held in the process of preparing the *Gender Equality Policy and Action Plan (GEPAP)* and the *Grenada Country Gender Assessment (CGA)* in July-November 2013. However, the statistical data were not available.

³⁷ See Rawwida Baksh (2011), Background Paper for the Caribbean Regional Colloquium on "Women Leaders as Agents of Change", hosted by the Prime Minister of Trinidad and Tobago, Caribbean Institute for Women in Leadership, Commonwealth Secretariat, UN Women – Caribbean Office, and Inter-American Commission on Women, Organization of American States (OAS/CIM), 28-30 June 2011, Port of Spain, Mimeograph, p. 2.

³⁸ See IPU's world classification of "Women in National Parliaments at: <http://www.ipu.org/wmn-e/classif.htm>

incorporation of gender perspectives into development and the goals of equality, development and peace. Gender inequalities impose large costs on the health and well-being of men, women and children and affect their ability to improve their lives. In addition, gender inequalities reduce productivity and lower the prospects of achieving economic progress and reducing poverty.

5.8.2 RECOMMENDATIONS

- (i) Take measures to increase women's representation in cabinet and parliament.
- (ii) Political parties should take action to increase women's representation in political party decision-making.
- (iii) Establish the goal of gender parity (i.e., equal numbers of men and women) or a minimum of 40 percent of either gender on all Boards (public sector, private sector, trade unions and NGOs).
- (iv) Provide gender sensitization and transformational leadership training programmes for men and women in decision-making positions, e.g., members of cabinet and parliament, judges and magistrates, members of boards, permanent secretaries, heads of departments, chief technical officers, etc.
- (v) Promote leadership training, public speaking, debating and civic awareness programmes in the education system and at the community level.
- (vi) Undertake research and follow-up action on the obstacles, challenges and opportunities with regard to women's equal participation in leadership and decision-making in Grenada.

5.9 GENDER, CULTURE AND SOCIALIZATION

160. The achievement of gender equality and equity in society is dependent on strategies by institutions, groups and individuals to transform traditional cultural beliefs and socialization practices. Gender roles and stereotypes are particularly resistant to change across the world, despite the modernization of political and economic systems, the advancement of international human rights principles and norms, and struggles for women's rights and gender equality. Men are still expected to be breadwinners and protectors of the nation, family, women and children; and women are perceived as homemakers and caregivers who occupy the private sphere of society. This ideology has informed western society for millennia, and has been transmitted from generation to generation through cultural customs, social norms and practices, and expected behaviours.
161. However, such a clear delineation of gender roles and stereotypes does not characterize the lived day-to-day practices of any society. Despite the gender norms embedded in traditional cultural belief systems, the cultural, social, economic and political changes taking place in Grenada prior to and since the achievement of national independence has

begun to create the space for many men and women to transform traditional gender relations, including taking responsibility for work in the home and workplace, and assuming leadership roles at all levels of the society. Thus, the experience of Grenada also includes: men who are unable to find jobs to support their families and households due, for example, to the crises in the agricultural sector since 2000, the phenomenon of male dropouts and under-achievement in education, and the perpetuation of 'traditional male fields' in a context where there is growth in the service sectors of the economy; men engaged in non-traditional fields such as nursing; hard-working female heads of households who are both breadwinners and protectors; and women engaged in non-traditional fields such as politics, law and engineering.

162. The *Grenada Country Gender Assessment* recognizes that religion is a very powerful tool in shaping and influencing social and cultural attitudes and practices in Grenada, and men and women are equally responsible for perpetuating gender stereotypes. At the same time, religion is not a static institution. Historically, it has grappled with and contributed to social change, including the ongoing reinterpretation of religious scriptures and practices to be more consistent with changing social and gender norms. Contemporary society has promoted such changes, for example, the ascension of women to leadership positions in some churches. While thirty years ago it would have been almost impossible to see a woman giving communion during mass, the acceptance of women as religious leaders further enhances women's status in society.
163. The media is another national institution that both reflects traditional gender norms and promotes gendered social change in Grenada. There is a dearth of women newsmakers, analysts and commentators in media programming, areas which continue to be dominated by men, especially as analysts and commentators. Participants at the area and national consultations indicated that despite the significant changes in gender roles that have taken place in Grenadian society, media houses still portray images of women as sex objects, give significant airplay to calypsoes that promote traditional gender stereotypes and gender-based violence, and do not report equitably on women's leadership and contribution to political and other fields.

5.9.1 CONCLUSION

164. Traditional gender roles and stereotypes are particularly resistant to change across the world, despite the modernization of political and economic systems, the advancement of international human rights principles and norms, and the struggles for equality between men and women. Men are still expected to be breadwinners and protectors of the nation, women and children, and women are perceived as homemakers and caregivers who inhabit the private sphere of society. This ideology has informed western society for millennia, and has been transmitted from generation to generation through cultural customs, social norms and practices, and expected behaviours.

165. At the same time, the cultural, social, economic and political changes taking place in Grenada prior to and since the achievement of national independence has begun to create the space for men and women to take responsibility for different kinds of work in the home and workplace, and assume leadership roles at all levels of the society.
166. Religion is a powerful tool in shaping and influencing social and cultural attitudes and practices in Grenada. The media is another national institution that both reflects and promotes gendered social change in Grenada. However, there is a dearth of women newsmakers, analysts and commentators in general media programming. Participants at the area and national consultations indicated that despite the significant changes in gender roles that have taken place in Grenadian society, media houses still portray images of women as sex objects, give significant airplay to calypsoes that promote traditional gender stereotypes and violence against women, and do not report equitably on women's leadership and contribution to political and other fields.

5.9.2 RECOMMENDATIONS

- (i) Undertake public awareness/sensitization on gender, culture, socialization and stereotyping, promoting self-awareness and positive lifestyles.
- (ii) The education system should promote the transformation of traditional gender-biased cultural beliefs and stereotypes into societal values and practices based on gender equality.
- (iii) The media should promote gender equality through: gender-responsive recruitment practices; gender-sensitive portrayal of women and girls; equitable reporting of men and women in political, economic, social and other spheres; and refusing to give airplay to popular music that promote traditional gender stereotypes and gender-based violence.

PART II

6.0 INTERNATIONAL, LEGAL AND POLICY FRAMEWORK FOR ADVANCING GENDER EQUALITY

6.1 INTERNATIONAL AND REGIONAL COMMITMENTS FOR PROMOTING GENDER EQUALITY

167. The Government of Grenada has ratified a number of international and regional Conventions and agreements that promote gender equality, including the following:

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) 1979 – ratified in 1990. The Government presented its first report to the CEDAW Committee on 15th February 2012 at the second session of the 51st CEDAW – some 22 years after the country had ratified the convention. The CEDAW Committee concluded that while measures had been adopted by the Government aimed at eliminating discrimination against women,³⁹ (and had also acceded to the conventions below), the definition of ‘discrimination’ used in legislation does not incorporate both direct and indirect forms of discrimination as well as discrimination by both public and private actors, in accordance with Articles 1 and 2 of CEDAW. Moreover, the CEDAW Committee urged that the Government incorporate the principles of the convention into the Constitution of Grenada as well as create a national gender policy and, in continuing in its fight to end discriminatory practices against women, adopt strategies which focus on the issues of violence against women, trafficking and sexual exploitation, and women’s limited participation in political life.
- Convention on the Rights of the Child (CRC) 1989 – ratified in 1990. The 2010 report to the UN Committee on the Rights of the Child indicated that the Government of Grenada was working to harmonize national legislation with the provisions of the convention.⁴⁰ However, the UN Committee recommended that further measures be taken to strengthen the framework for children’s rights in Grenada.
- International Covenant on Civil and Political Rights (ICCPR) 1966 – ratified in 1991. While many of the provisions of the covenant are enshrined in the Constitution of Grenada, the human rights provisions of the covenant are still to be incorporated in all national legislation and policies. However, based on the recommendation of the Human Rights Committee on the ICCPR, the *Juvenile Justice Act* was passed in 2012. As per the ICCPR, this legislation prohibits corporal punishment for children and further stipulates that juveniles be detained separately from adults.
- International Covenant on Economic, Social and Cultural Rights (ICESCR) 1966 – ratified in 1991. The Government of Grenada continues to work on policies and legislation which fall under the scope and provisions of the ICESCR, namely, economic and social rights, the rights to health care and education, and labour and cultural rights. However, as discussed in Section 5 above, limitations to implementation are evident, for example, in high rates of male retention, dropout and under-achievement in education; women’s unequal access to productive assets such as land and credit; the unequal labour force participation of men and women; the high unemployment rate of women and young men; gender-based

³⁹ These measures are: The Domestic Violence Act (2010) and the National Domestic Violence and Sexual Abuse Protocol (2011); The Child (Protection and Adoption) Act (2010); The Employment Act (1999, section 26) and the Education Act (2002, Section III 27).

⁴⁰ At the time of the 54th Session of the Committee on the Rights of the Child, the following four draft bills were before the Parliament of Grenada: Juvenile Justice Bill, the Child Care and Adoption Bill, the Status of Children Bill, and the Domestic Violence Bill. To date, these Bills have been passed except the Status of the Children Bill.

forms of poverty; differential health access and outcomes between men and women; the perpetuation of gender-based violence.

- Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (or Convention of Belem de Para) – ratified in 2000. Through legislative reform, namely the *Domestic Violence Act 2010* and the *National Domestic Violence and Sexual Abuse Protocol (2011)*, the Government of Grenada, in partnership with NGOs, has affirmed its commitment to end violence against women.⁴¹

6.2 CONSTITUTIONAL PROVISIONS FOR PROMOTING GENDER EQUALITY⁴²

168. The Constitution of Grenada guarantees the human rights of all persons. Chapter 1 of the Constitution is regarded as Grenada’s Human Rights Charter.
169. The Constitution prohibits discrimination by law and by persons acting as agents of the State. Article 13 defines “discriminatory” as *affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, place of origin, political opinions, colour, creed or sex whereby persons of one such description are subjected to disabilities or restrictions to which persons of another such description are not made subject or are accorded privileges or advantages which are not accorded to persons of another such description.*
170. The Constitution and most of the laws of Grenada, particularly the older ones, use the words “man” and “his”. It has become official translation that they refer to the third person, the “human being”, without regard to sex. Section 3 (4) of the *Interpretation and General Provisions Act (1989)* states that: *“In every written law, except where a contrary intention appears, words and expressions importing the masculine gender include females.”*
171. However, challenges do exist in enforcing the principle of non-discrimination. Thus, there are many traditions and beliefs that exist in the society that are not in accordance with the principles of equality and non-discrimination enshrined in the Constitution, requiring the need for greater public sensitization and implementation of CEDAW (GOCR/CEDAW, 2009: 13).

⁴¹ Of additional importance are the following international and regional agreements and plans of action which the Government of Grenada upholds: Nairobi Forward-looking Strategies for the Advancement of Women (1985); International Conference on Population and Development (ICPD) Programme of Action (1994); Beijing Declaration and Platform for Action (1995); UN Millennium Development Goals (2000); Commonwealth Plan of Action for Gender Equality (2005-2015); Brasilia Consensus (2010); Caribbean Joint Statement on Gender Equality and the Post-2015 and SIDS Agenda (2013); Santo Domingo Consensus (2013); Inter-American Commission on Women’s (OAS/CIM) Triennial Program of Work (2013-2015); UN Women’s Action Plans; and UN ECLAC’s Gender Equality Observatory.

⁴² This section draws on the Government of Grenada’s *CEDAW Report (GOCR/CEDAW, 2009: 12-13)*.

6.3 LEGISLATIVE FRAMEWORK FOR PROMOTING GENDER EQUALITY⁴³

172. Grenada has adopted the principle of equal pay for work of equal value. The *Minimum Wages Order, SRO #30 of 2011* provides for agricultural labourers to be paid at the rate of EC \$6.50 per hour guaranteed for 5 hours of work per day. Analysis of the *Minimum Wages Order* indicates that occupations traditionally held by women are assigned a similar rate of pay to those traditionally held by men, even when higher qualifications and skills are required by women. For example, predominantly female workers such as domestic workers are assigned a minimum of EC \$35 per day or \$725 per month, clerical assistants a range of EC \$700–\$900 per month, and predominantly male bus conductors are also assigned a minimum of EC \$35 per day (based on a six-day working week).⁴⁴
173. Over the years, various laws and programmes have been implemented to address practices that discriminate against women, for example, encouraging women to enter a wider range of occupations by introducing them to and providing training in non-traditional fields such as masonry and carpentry in the construction industry. However, Section 5.5 above indicates that while women’s labour force participation has increased significantly in the last two decades, traditional cultural norms, beliefs and practices continue to prevail in key occupational areas that are deemed as ‘male’ or ‘female’ (GOGR/CEDAW, 2009: 16).
174. **National insurance:** The National Insurance Scheme (NIS) was established by legislation in 1983 as the para-statal mechanism for social security. It is a compulsory, contributory scheme to which employees pay 4% of their insurable earnings and their employers pay an additional 5%. Self-employed persons are also required to make NIS contributions. The list of benefits under the NIS is categorized into long-term and short-term benefits. The long-term benefits are: Age Pension or Grant, Survivors Pension, and Invalidity Pension or Grant. The short-term benefits are: Sickness Benefit, Maternity Benefit,⁴⁵ Employment Injury Benefit, and Funeral Grant. In order to qualify for these benefits, one has to be a currently or previously employed or self-employed person who has made contributions to the scheme and meets the criteria for the specific benefit. This necessarily discriminates against ‘housewives’ whose work in the home is not defined as employment, and who do not benefit from National Insurance unless they register and pay contributions to NIS. With regard to survivors’ benefits, immediate family members of the deceased are the beneficiaries. In most cases, the amount of the benefit is directly proportional to the NIS contributions made. A key result is that, due to women’s higher rates of unemployment in

⁴³ This section draws on the Government of Grenada’s *CEDAW Report* (GOGR/CEDAW, 2009).

⁴⁴ This paragraph has been updated by Ms. Francine Foster, Crown Counsel, Ministry of Legal Affairs, November 2013.

⁴⁵ The Maternity Benefit is of two types: the Maternity Allowance is paid at a rate of 65% of the woman’s average insurable earnings; and the Maternity Grant is paid to the woman or the husband of the woman if she does not qualify for the benefit. To qualify, the woman or her husband must have paid 50 contribution weeks at any time after having been registered with the NIS.

the labour force, lower average earnings and breaks from labour force participation due to child-bearing, raising of young children and care of the family, women's benefits generally tend to be lower, if they are eligible at all (GOGRCEDAW, 2009: 39).

175. In addition, under the Safety Net Programme, public assistance through cash transfers is provided to the poor, elderly and physically and mentally disabled. The Necessitous Fund also provides financial assistance to children from poor and large families as well as those in foster care or children's homes, so as to alleviate the costs of attending school. This fund works hand in hand with the School Transportation Allowance Programme. However, in September 2013, the Ministry of Social Development reformed and re-launched the Safety Net Programme under the Support for Education Empowerment and Development (SEED) project. The SEED project unifies the three aforementioned programmes while broadening the School Transportation Programme to include transportation assistance to poor and needy students from T.A. Marryshow Community College, the Programme for Adolescent Mothers and New Life Organization. It also further requires that school attendance of beneficiaries be verified and regular health check-ups be maintained. The projects extend to both urban and rural areas.
176. Further, the International Fund for Agricultural Development (IFAD) has funded the Grenada Rural Enterprise Project (GREP) which targets poor rural communities, unemployed rural men and women, farmers and fisher folk. It promotes community-based, income-earning activities, and enterprise or micro-enterprise development through skills training and capacity building courses. However, while 50 percent of the beneficiaries have been women, the project has been challenged by the limited capacity of the implementing institution.
177. **Marriage and family law:** Grenada's two key pieces of legislation related to marriage and family matters, the *Married Woman's Property Act (1896)* and the *Marriage Act (1903)*, were inherited from the colonial period and have not been updated since the attainment of national independence. Further, common-law or *de facto* spouses are treated differently by different laws in Grenada. Generally, common-law spouses are not recognized as "next-of-kin" for maintenance, inheritance and property rights or for accessing medical care in the case of persons who are unconscious. For example, where a person dies *intestate* (i.e., without leaving a will), the laws relating to property rights do not recognize common-law spouses, regardless to how long the relationship lasted or whether the surviving partner has a vested interest in the property. On the other hand, the NIS legislation recognizes that a common-law spouse is eligible to receive the funeral grant and survivors' benefits on the death of an insured spouse. The review, "Women and the Law in Grenada: An Examination of Key Areas" (Nelson, 1994) identifies this as one of the areas that "vividly reflects how the law and the reality of life are at variance". The Legal Aid and Counselling Clinic (LACC) has begun consultations seeking equal rights for common-law spouses under the law, but the Government has not taken action on the issue to date. LACC's report on "The Legal Recognition of Common-law Unions in Grenada" (2005) indicates that common-law partners tend to pool financial resources;

acquire property (although often in the man's name only); bear children together; and cohabit for a long time. The report argues that the problems relating to legal entitlements to the estate, maintenance and succession are more disadvantageous to females than to males as property is often in the man's name (GOGR/CEDAW, 2009: 45).

178. **Domestic violence:** The *Domestic Violence Act (2010)* provides protection for victims/survivors of domestic violence and addresses related matters. The Act provides for protection orders, which could either support or be independent of criminal charges while enforcing increased penalties for repeat offenders. Penalties and sentences are at the discretion of the presiding judge in the matter and are based on the severity of the offense. Criminal charges can be brought separately against the perpetrator or as a result of the breach of a protection order. In the case of the breach of a protection order, the police have the power to arrest without a warrant and act in accordance with provisions of the Criminal Code. In addition, the *Domestic Violence Act (2010)* recognizes intimate relationships outside of marriage and allows persons in common-law and visiting relationships to use the Act for protection from domestic violence.⁴⁶
179. **Sexual harassment:** Grenada has no legislation against sexual harassment in the workplace. In 2006, the Grenada National Organization of Women (GNOW) initiated a programme of public advocacy and consultations towards the drafting of a Bill against sexual harassment, and the Government made a commitment to enact a law which would include the provision of enforcement mechanisms. The proposed legislation would address sexual harassment in employment, education and training, recreation, accommodation and other spheres (GOGR/CEDAW, 2009: 16, 36). In the interim, the *Criminal Code Amendment (Act 29 of 2012)*, Section 176 makes provision for Indecent Assault which carries a conviction not exceeding 10 years, and Section 178 which provides for Sexual Assault which carries a conviction not exceeding 14 years. The Conviction for Rape is a term of imprisonment not exceeding 30 years.⁴⁷

6.4 THE NATIONAL GENDER POLICY

180. The Ministry of Social Development and Housing is currently leading the process of developing a national *Gender Equality Policy and Action Plan (GEPAP)*, with financial support from UN Women.⁴⁸ *GEPAP* is being developed in partnership with civil society and the private sector, and aims for mutual responsibility and accountability in achieving its objectives.

⁴⁶ *Ibid*, November 2013.

⁴⁷ *Ibid*, November 2013.

⁴⁸ The current process commenced in July 2013 and is expected to be completed in early 2014. Earlier attempts had been made by the Division of Gender and Family Affairs in 2001/2002 and 2007/2008, which did not result in the adoption of a national gender policy due to inadequate consultation and buy-in.

181. The following are the priority areas through which the *Gender Equality Policy and Action Plan* aims to bring a gender equality perspective to national development:
- (i) Culture and socialization;
 - (ii) Education and human resource development;
 - (iii) Labour and employment;
 - (iv) Agriculture and tourism;
 - (v) Economic growth and poverty reduction;
 - (vi) Climate change, natural disasters and natural resource management;
 - (vii) Health and well-being;
 - (viii) Violence and security;
 - (ix) Leadership and decision-making.
182. The *Gender Equality Policy and Action Plan* thus aims to guide and inform the formulation of gender-responsive policies, plans and programmes; the allocation of human, financial and technical resources; the delivery of public services; and the monitoring and evaluation of outcomes. Additionally, it is intended to be used as a guide by private sector institutions to engage in gender-responsive and socially responsible entrepreneurial development, and by civil society organizations to provide complementary services to advance gender equality. It also aims to provide a platform for government/private sector/civil society dialogue, collaboration and accountability.

6.5 GENDER EQUALITY COMMITMENTS IN NATIONAL AND SECTORAL POLICIES

183. The *Growth and Poverty Reduction Strategy (GPRS) 2012-2016* was intended to be the country's 5-year medium-term national development plan, with a focus on economic growth and poverty reduction. However, in the context of structural changes in the Grenadian political economy, it is currently in the process of being revised.⁴⁹ While the *GPRS 2012-2016* provides a commendable gender analysis of the current situation in Grenada with regard to economic growth and poverty reduction (see Section 5.25 above), its accompanying strategic plan is gender-blind/unresponsive. Thus categories such as farmers, entrepreneurs, youth, etc. are viewed as homogeneous, without the disaggregation of strategies required to break through the gender gaps or barriers identified.
184. It is therefore critical that in the next round of national and sectoral planning, the national gender machinery (comprising the structures responsible for leading the implementation of the *Gender Equality Policy and Action Plan*, i.e., the Division of Gender and Family Affairs, Gender Focal Points, and the National Gender Equality Commission) should play a pivotal role in facilitating the uptake of policy commitments from *GEPAP* into the

⁴⁹ Interview with Mr. Timothy Antoine, Permanent Secretary, Ministry of Finance, August 2013.

national/sectoral planning process, in order to mainstream gender equality across the public sector. This represents a national gender-responsive planning and budgeting process.

6.6 CONCLUSION

185. Section 6.3 above indicates that there are a number of areas of legislation that would benefit from reform including: the rights of common-law spouses, the issue of sexual harassment, as well as the strengthening of the Criminal Code on the issue of the trafficking of persons. In general, it is recommended that a further gender review of the law in Grenada is required, in order to define an agenda for legal reform to bring Grenada's legislation in conformity with contemporary best practice with regard to gender equality and equity. The last such review, "Women and the Law in Grenada: An Examination of Key Areas" (Nelson, 1994) was undertaken 20 years ago.
186. Other issues for legislative reform include:
- **Custody:** The definition of custody needs to be addressed. Currently, the law does not permit men to apply for custody of their children. The OECS draft legislation on "Custody, Maintenance and Guardianship" provides a useful model.
 - **Maintenance:** Enforcement mechanisms are required for the payment of maintenance, e.g., garnishment of wages. In addition, there are disparities in the sums awarded for maintenance by the High Court and the Magistrates' Court. The High Court deals with divorce and settlements and tends to award higher sums for maintenance than the Magistrates' Court. The latter addresses the claims made by women for maintenance from the fathers of their children, a higher proportion of whom are unmarried and poor, who tend to be awarded significantly smaller sums by the Magistrates' Court.
 - **Sexual violence:** There should be an express prohibition of the sexual history of rape victims being used as evidence in Court, as well as the removal of the requirement of corroboration of the victim's testimony.
 - **Health:** There is a lack of clarity in the law with regard to young people's access to health services without parental consent. This is a serious barrier, particularly with regard to young men's and women's access to sexual and reproductive health services, which are critical in the context of the high incidence of teenage pregnancies and the spread of HIV/AIDS.
187. In addition, participants at the national consultation on the draft *GEPAP* were concerned that the document spoke to the notion of formal equality between men and women. However, CEDAW requires that countries must move beyond formal equality or an emphasis on gender neutrality in the law towards legislation and policies that proactively promote substantive equality. This is a critical area for follow-up.

6.6.7 RECOMMENDATIONS

- (i) Upon the adoption of the *Gender Equality Policy and Action Plan (GEPAP)*, undertake a gender review of the law in Grenada to identify all forms of gender-based discrimination and inequality. The review should inform the development of an agenda for legal reform, drawing on the experience of countries around the world that have carried out *CEDAW Legislative Compliance Assessments*, to bring Grenada's legislation in conformity with contemporary best practice with regard to gender equality and equity.
- (ii) Key areas for legislative reform include: the rights of common-law spouses; the need for legislation on sexual harassment; amendment of the Criminal Code to address trafficking of persons; the right of men to apply for child custody; enforcement mechanisms for the payment of maintenance; prohibition of the sexual history of rape victims being used as evidence in Court; etc.
- (iii) Review and amend the National Insurance Scheme (NIS) to ensure equitable provisions for men and women, determined not only by contributions made by waged and self-employed persons in the formal economy but also the performance of reproductive work in the household (care economy).
- (iv) In the next round of preparation of the medium-term national/sectoral development plan, the national gender machinery (comprising the structures responsible for leading the implementation of the *Gender Equality Policy and Action Plan*, i.e., the Division of Gender and Family Affairs, Gender Focal Points, and the National Gender Equality Commission) should play a pivotal role in facilitating the uptake of policy commitments from *GEPAP* into the national/sectoral planning process, in order to mainstream gender equality across the public sector.
- (v) Gender Focal Points should identify (on a regular basis) national/sectoral policies being developed, and take action to ensure that they advance a gender equality agenda.

7.0 INSTITUTIONAL FRAMEWORK AND CAPACITY FOR GENDER MAINSTREAMING⁵⁰

7.1 THE NATIONAL GENDER MACHINERY

188. The Government of Grenada established a Women's Desk following its national independence in 1974 and during the UN Decade for Women (1976-1985), when

⁵⁰ Section 7.0 draws on the *CEDAW Report* (GOGR/CEDAW, 2009), participant observation of meetings with the Technical Committee and Working Group set up to facilitate the preparation of the *Gender Equality Policy and Action Plan (GEPAP)*, and interviews with staff members of the Division of Gender and Family Affairs.

countries around the world were establishing national machineries for the advancement of women's rights, status and living conditions. This coincided with the period 1979-1983, when the country was under revolutionary rule. The Government ratified CEDAW in 1990, under the leadership of the Ministry of Women's Affairs. In 1995, a new administration replaced the Ministry of Women's Affairs with a Department in the Ministry of Tourism, Civil Aviation and Culture. A subsequent administration in 1999 saw the Department upgraded to the Division of Gender and Family Affairs in the Ministry of Social Development, where it has been located since.

189. The Division of Gender and Family Affairs has faced a number of challenges including: the lack of a Director/Senior Coordinator for a number of years; restricted staffing linked to structural adjustment policies; resulting in the limited capacity for planning, implementing and monitoring programmes and activities for the advancement of women's rights and gender equality, and undertaking gender mainstreaming (GOGR/CEDAW, 2009: 7-8). The Ministry has begun a process of strengthening the Division through a review of its operations and planning, and the recruitment of key personnel including a Senior Programme Officer as head of Gender Affairs in 2011.
190. The Division of Gender and Family Affairs is Grenada's 'national gender machinery'. It has lead responsibility for coordinating the implementation of the (forthcoming) *Gender Equality Policy and Action Plan (GEPAP)*, in collaboration with Ministries/Agencies across the public sector and in partnership with civil society and the private sector. *GEPAP* proposes that in addition to the Division of Gender and Family Affairs, the national gender machinery will also comprise the following structures to be established: Gender Focal Points (GFPs), and the National Gender Equality Commission (NGEC) (see Appendix III for further details).
191. The mission statement of the Division of Gender and Family Affairs commits it to "ensure the development and implementation" and coordination "of policies, projects and programmes that will encourage equal participation of all persons in the process of national development" (GOGR/CEDAW, 2009: 7).
192. The Minister of Social Development and Housing has overall responsibility for the national gender machinery. The Minister also bears responsibility for the implementation and monitoring of the *Gender Equality Policy and Action Plan (GEPAP)*, and is the pivotal link between Cabinet and the national gender machinery (see Appendix III, Figure 10).

7.1.1 STATUS AND CAPACITY OF THE NATIONAL GENDER MACHINERY TO IMPLEMENT GEPAP

193. There is a need for the enhancement of the status and staffing of the national gender machinery to enable it to lead and coordinate implementation of the (forthcoming) *Gender Equality Policy and Action Plan (GEPAP)*. The following recommendations are currently being considered by the Ministry of Social Development and Housing:

- (i) Include “Gender Affairs” in the title of the Ministry, to increase the visibility and public awareness of the importance of gender equality to national development. The Ministry may thus be renamed as follows: *Ministry of Social Development, Gender Affairs and Housing*.
- (ii) Review the portfolios within Gender Affairs, which need to be brought in line with the responsibilities proposed above. Specifically, its four current portfolios are: Gender-based Violence (GBV) Unit; Gender Equality and Women’s Empowerment (with responsibility for the development of *GEPAP* and training); National Parenting Education; and Project Implementation Unit. It is recommended that the portfolios within Gender Affairs should include:
 - Gender Mainstreaming;
 - Legislative Reform;
 - Implementation of National Gender Action Plan;
 - Gender Sensitization, Training and Public Awareness;
 - Research, M&E, Reporting and Publication;
 - Gender-Based Violence.
- (iii) Review and upgrade the staffing of the Division of Gender and Family Affairs, to ensure that it comprises the complement of skills and experience required to effectively undertake the responsibilities proposed above.

7.2 AVAILABILITY OF GENDER EXPERTISE TO/WITHIN GOVERNMENT MINISTRIES

- 194. Grenada has the privilege of having a Women’s Parliamentary Caucus, which boasts of women working together in Parliament across political parties. Given the recent increase in the number of women in both the Lower House and Senate (see Section 5.8 above) as a result of the February 2013 national elections, this offers a real opportunity for the Caucus to define and pursue a gender-responsive legislative agenda under the present administration (as discussed in Section 6.3 above).
- 195. Grenada does not currently have a system of Gender Focal Points (GFPs) in public sector Ministries. It is recommended that Gender Focal Points (GFPs) be appointed as part of the *GEPAP* structures and mechanisms. While GFPs have experienced challenges globally and regionally, they continue to represent a key structure for mainstreaming gender across the public sector. The Government of Grenada would benefit from examining the lessons learnt globally and regionally, in establishing its Gender Focal Points.
- 196. The Government of Grenada, through Permanent Secretaries in the relevant Ministries, also aims to appoint GFPs to the country’s Statutory Bodies. The Statutory Bodies constitute a powerful group of agencies, which have a very important role to play in national agendas related to economic growth, poverty reduction, and sustainable development, all of which have a gender dimension (as discussed in Section 5. above). They are as follows (in alphabetical order): Airport Transport Licensing Board; Aviation Services of Grenada; Child Protection Authority; Financial Complex Limited; Gravel, Concrete and Emulsion Production Corporation; Grenada Airports Authority; Grenada

Authority for the Regulation of Financial Institutions; Grenada Board of Tourism; Grenada Cultural Foundation; Grenada Development Bank; Grenada Industrial Development Corporation; Grenada Marketing and National Importing Board; Grenada Ports Authority; Grenada Postal Corporation; Grenada Solid Waste Management Authority; Grenada Spice Mas Corporation; Grenada Transport Board; Housing Authority of Grenada; National Telecommunication Regulatory Commission; National Water and Sewerage Authority; PetroCaribe (Grenada) Limited; Physical Planning and Development Control Authority; and Public Tenders Board.

197. Grenada has a rich history and culture of NGOs, and a wider body of civil society organizations including faith-based organizations, involved in the national development process, human rights, and social and gender justice. The following organizations have been pivotal to the advancement of women's rights and gender equality in Grenada (GOGR/CEDAW, 2009: 8-11). Together with others, they have the potential to play a key role in the National Gender Equality Commission (NGEC) as well as in collaboration with Government Ministries/Departments/Agencies and the private sector in advancing gender equality:
- Grenada National Organization of Women (GNOW);
 - Legal Aid and Counselling Clinic (LACC);
 - Programme for Adolescent Mothers (PAM);
 - Grenada Planned Parenthood Association (GPPA); and
 - Inter-Agency Group of Development Organizations (IAGDO).

7.3 GENDER MAINSTREAMING MECHANISMS/PROCESSES

198. This section discusses the key mechanisms and processes for the implementation of *GEPAP* and gender mainstreaming in Grenada. The following are institutional mechanisms and processes that need to be systematically and iteratively put in place to advance gender equality at all levels in the society:
- (i) Gender-responsive policy-making;
 - (ii) Gender-responsive planning and budgeting;
 - (iii) Gender studies and sensitization/training;
 - (iv) Sex-disaggregated data collection and gender-sensitive research and analysis;
 - (v) Monitoring and evaluation of the implementation of *GEPAP* and gender mainstreaming;
 - (vi) Reporting on international and regional gender equality commitments.
199. **Gender-responsive policy-making:** Gender equality needs to be mainstreamed in all policy-making processes at the national and sectoral levels. This requires the equal participation of men and women (gender parity) from a diverse range of constituencies (government, private sector and civil society). However, since gender parity does not necessarily lead to gender-responsive policy-making, it is critical that gender equality advocates from the public sector, private sector and civil society organizations are included in policy-making processes.

200. **Gender-responsive planning and budgeting:** need to be introduced at the national level (i.e., through the mid-term national development plan and annual national budget) and sector Ministries. It would be strategic to start with the next/forthcoming national development plan, which would set the framework at the national/sectoral levels for gender to be integrated into planning and budgeting. Unless gender equality is understood as being as important as all other aspects of national development and prioritized in budgetary allocations, gender equality will not be achieved.
201. **Gender studies and sensitization/training:** Grenada does not have a national university. The country has an Open Campus of the University of the West Indies and the St. George's University.⁵¹ The UWI Open Campus does not offer courses in Gender Studies. Interviews with public sector personnel suggest that very few individuals pursue Gender Studies at the undergraduate and graduate levels. More significant capacity for gender analysis seems to reside among NGOs.
202. Thus the public service, including the Division of Gender and Family Affairs, does not have the human resource capacity to bring a gender perspective to diverse areas of national development, e.g., education and human resource development; labour and employment; agriculture and agri-business; climate change, natural disasters and natural resource management; tourism and eco-tourism; poverty reduction and social safety nets; violence and crime; leadership and decision-making; etc. In this context, the Division of Gender and Family Affairs should partner with the Ministry of Education to introduce age-appropriate Gender Studies curricula/ courses/ modules at the Grenada National College (TAMCC), and in the primary and secondary school system.
203. In addition, a programme of gender sensitization/training needs to be undertaken to advance gender equality at multiple levels in the society, including:
- (i) Cabinet;
 - (ii) Parliamentarians;
 - (iii) Permanent Secretaries;
 - (iv) Officers of the judiciary, police and prison agencies;
 - (v) Gender Focal Points (GFPs);
 - (vi) Members of the National Gender Equality Commission (NGEC);
 - (vii) Leaders/board members of private sector bodies, trade unions, civil society organizations and faith-based organizations;
 - (viii) Political candidates running for national elections.
204. **Sex-disaggregated data collection and gender-sensitive research and analysis:** The process of preparing the *Gender Equality Policy and Action Plan (GEPAP)* and the

⁵¹ St. George's University is an independent, for-profit, international university offering degrees in medicine, veterinary medicine, public health, the health sciences, nursing, arts and sciences, and business. It comprises a predominantly foreign student population.

Caribbean Development Bank's (CDB) *Country Gender Assessment* (CGA) has revealed serious inadequacies in the collection, compilation and analysis of sex-disaggregated data, and the conduct of gender-sensitive research and analysis by relevant stakeholders including the public and private sectors and civil society. It needs to be noted that a few key institutions seem to have the capacity to collect sex-disaggregated data: the Central Statistical Office, Ministry of Finance; the Parliamentary Office; Ministry of Education; Ministry of Health; and Royal Grenada Police Force.

205. Clear systems need to be put in place in all Ministries and agencies, including the regular/ongoing collection and collation of sex-disaggregated data on key issues in the sector, undertaking gender analysis of quantitative and qualitative data, setting gender-responsive targets, and using the above in policy-making, planning and service delivery.
206. **Monitoring and evaluation of the implementation of GEPAP and gender mainstreaming:** GEPAP's National Gender Action Plan sets out the actions to be taken to implement the Policy in critical areas of national development, as well as the stakeholders (Ministries, Departments, Agencies, organizations, etc.) that are expected to take lead responsibility. Clear monitoring and evaluation procedures need to be developed by the Division of Gender and Family Affairs and National Gender Advisory Commission (NGEC), and institutionalized in Ministries, Departments and Agencies (MDAs) for ongoing monitoring and evaluation of the implementation of the National Gender Action Plan, achievements and gaps.
207. **Reporting on international and regional gender equality commitments:** The Government submitted its *Combined Initial, First, Second, Third, Fourth and Fifth Report on CEDAW* in 2009; responded to the CEDAW Committee's list of issues and questions in 2011; and the CEDAW Committee presented its *Concluding Observations* on Grenada at its 51st Session in February/March 2012. This puts the Government of Grenada in a very good position with regard to its compliance with CEDAW, the international 'Bill of Rights' with regard to women's rights and gender equality. It needs to be noted that the CEDAW Committee's *Concluding Observations* included a number of areas of concern and recommendations, which need to be addressed.
208. The Government of Grenada, through its designated agencies, is responsible for ensuring compliance with, implementation of, and reporting on relevant international treaties, conventions and agreements such as CEDAW (see above), the Beijing Platform for Action (BPfA), the Millennium Development Goals (MDGs), and Belem do Para, among others (see Section 6.1 above).

7.4 CONCLUSION

209. The Division of Gender and Family Affairs, the Government's lead agency within the national gender machinery (see Section 7.1), is responsible for spearheading and

coordinating the implementation of the *Gender Equality Policy and Action Plan*. In taking a gender mainstreaming approach, *GEPAP* recognizes and validates the responsibility of all Government ministries, statutory bodies and other agencies; the private sector and labour unions; and the wide cross-section of civil society organizations including faith-based organizations for the implementation and monitoring of the policy.

210. The *Gender Equality Policy and Action Plan* recognizes that to realize the broad national goals of economic growth, poverty reduction and sustainable development, gender-based policy-making, planning and service delivery are necessary, and that equal focus must be placed on social development in order to truly complement economic growth and achieve overall development. The work of the Ministry of Social Development and Housing and the Division of Gender and Family Affairs is instrumental, and therefore must be supported and provided with the capacity to coordinate the implement *GEPAP*.

7.5 RECOMMENDATIONS

- (i) Enhance the status and staffing of the Ministry of Social Development and Housing and national gender machinery to provide it with the capacity to lead the implementation of the (forthcoming) *Gender Equality Policy and Action Plan (GEPAP)* and to coordinate gender mainstreaming in all sectors.
- (ii) Build/strengthen an institutional framework comprised of structures, mechanisms and processes with the mandate to initiate, coordinate, and monitor and evaluate implementation of *GEPAP*.
- (iii) Mainstream gender in all policy-making processes at national and sectoral levels, inclusive of a diverse range of stakeholders including civil society organizations.
- (iv) Mainstream gender in the national/sector plans, and in the annual national budget, i.e., gender-responsive planning and budgeting. Start with the next/forthcoming national development plan, to set the framework for gender to be integrated into planning and budgeting.
- (v) Provide gender sensitization and training for persons at all levels of the public sector, private sector and labour, and civil society. Raise public awareness of *GEPAP* and the responsibility of all stakeholders to address specific gender concerns within their sector or jurisdiction.
- (vi) Establish clear systems/protocols/guidelines for collecting, collating and analyzing gender-disaggregated data collection in all sectors.
- (vii) Establish clear systems/protocols/guidelines for gender monitoring and evaluation in Ministries, Departments, Statutory Bodies and other agencies.
- (viii) Promote the use of gender-sensitive and gender-inclusive language in legislation, government documents, educational and public awareness materials.

PART III

8.0 CONCLUSION

211. The *Grenada Country Gender Assessment (CGA)* represents a gender analysis of key areas of the country's economic and social development, as well its legislative framework and institutional capacity to promote gender equality and mainstreaming.
212. The *Grenada CGA* undertakes a gender analysis (including conclusions and recommendations) of key thematic areas to support CDB's future programming in partnership with the Government and other stakeholders. These thematic areas include: (1) the Economy; (2) Private sector development; (3) Poverty reduction; (4) Economic infrastructure and climate change; (5) Education and employment; (6) Health and well-being; (7) Violence and Crime; (8) Violence and crime; (9) Leadership and decision-making; and (10) Culture and socialization.
213. The examination of the legislative framework for advancing gender equality (see Section 6.3) reveals that there are continuing areas of gender discrimination in the law which need to be addressed, if Grenada wishes to provide equal opportunities to all men/boys and women/girls and thus enable them to contribute equitably to national development. CDB may wish to consider support for a programme of legislative change (in collaboration with other agencies such as OECS and UN Women) to address the specific areas identified (see Sections 6.3 and 6.6).
214. The examination of Grenada's institutional framework for advancing gender equality (see Sections 6 and 7) indicates that there are a number of inadequacies with regard to gender mainstreaming structures, mechanisms and processes, which would benefit from CDB support (in collaboration with other agencies such as UN Women).
215. This includes the need to establish/strengthen key structures to drive/facilitate/champion the implementation of *GEPAP*:
- (i) Strengthening of the Division for Gender and Family Affairs;
 - (ii) Appointment of Gender Focal Points (GFPs) in all Ministries and Statutory bodies;
 - (iii) Establishment of a National Gender Equality Commission (NGEC) by Act of Parliament.
216. The following gender mainstreaming mechanisms and processes need to be systematically and iteratively put in place as part of the forthcoming *Gender Equality Policy and Action Plan (GEPAP)*:
- (i) Mainstream gender in all policy-making processes at national and sectoral levels, inclusive of a diverse range of stakeholders including civil society organizations;
 - (ii) Mainstream gender in the national/sector plans, and in the annual national budget, i.e., gender-responsive planning and budgeting. Start with the

next/forthcoming national development plan, to set the framework for gender to be integrated into planning and budgeting;

- (iii) Provide gender sensitization and training for persons at all levels of the public sector, private sector and labour, and civil society. Raise public awareness of *GEPAP* and the responsibility of all stakeholders to address specific gender concerns within their sector or jurisdiction;
- (iv) Establish clear systems/protocols/guidelines for collecting, collating and analyzing gender-disaggregated data collection in all sectors;
- (v) Establish clear systems/protocols/guidelines for gender monitoring and evaluation in Ministries, Departments, Statutory Bodies and other agencies;
- (vi) Promote the use of gender-sensitive and gender-inclusive language in legislation, government documents, educational and public awareness materials.

217. The Division of Gender and Family Affairs needs to be supported to play a leadership/catalytic role in undertaking the following kinds of initiatives:

- (i) In collaboration with key stakeholders, e.g., Government Ministries, State agencies, and civil society organizations: A multi-sectoral approach to gender-based violence in the society.
- (ii) In collaboration with key stakeholders, e.g., the Women's Parliamentary Caucus, the Caribbean Institute for Women in Leadership (CIWIL), etc.: A programme on women's transformational leadership to increase women's participation, representation and leadership in all spheres, e.g., political decision-making, the public/private/civil society sectors, etc.
- (iii) In collaboration with men's organizations, e.g., CariMAN: A programme to address/mainstream male gender issues in the society including: early gender role socialization, dropouts of the education system, unemployment, male health issues, gender-based violence (as victims and perpetrators), drug addiction, criminal activities, and imprisonment (rehabilitation programmes).

218. The national, sector and area consultations held in preparation of the *GEPAP and CGA* revealed inadequacies in the collection/compilation of sex-disaggregated data and the conduct of gender-sensitive research and analysis by relevant stakeholders in Grenadian society including the public sector, private sector and civil society organizations. This is necessary to ensure that policy-making, planning, programming and service delivery promote equality and equity between men and women. Sex-disaggregated data and analysis are also critical at the end of the policy/ planning/ programming cycle to evaluate the impacts on the lives of men and women, for example, with regard to education, poverty, entrepreneurship, gender-based violence, etc. There is thus urgency to put in place system(s) of sex-disaggregated data collection, collation and analysis.

REFERENCES

- Ardagna, Silvia and Annamaria Lusardi (2008). *Explaining International Differences in Entrepreneurship: The Role of Individual Characteristics and Regulatory Constraints*, Massachusetts: National Bureau of Economic Research.
- Bailey, Barbara and Suzanne Charles (forthcoming). Research project on “Gender Differentials at the Secondary and Tertiary Levels of Anglophone Caribbean Education Systems” (Belize, Guyana, Jamaica, Trinidad and Tobago), Institute for Gender and Development Studies, University of the West Indies, Funded by the Caribbean Development Bank, Barbados. Accessed at: <http://www.mona.uwi.edu/opair/development/abstracts/2006/gender-and-development-studies.pdf>
- Baksh, Rawwida (2011). “Women Leaders as Agents of Change”. Background paper for the Caribbean Regional Colloquium hosted by the Government of Trinidad and Tobago, Caribbean Institute for Women in Leadership, Commonwealth Secretariat, UN Women–Caribbean Office, and Inter-American Commission on Women, Organization of American States (OAS/CIM), 28-30 June 2011, Port of Spain, Unpublished.
- Boserup, Ester (1970). *Woman’s Role in Economic Development*. London: Allen and Unwin.
- Caribbean Development Bank (2012). “Country Gender Assessment – Belize”. Authored by Dana Peebles, Kartini International Consulting Inc., Toronto, Canada on behalf of the Caribbean Development Bank. Barbados: Caribbean Development Bank. Unpublished.
- Caribbean Development Bank (2009). “Country Strategy Paper (CSP) – Grenada, 2009-2011”. Paper No. BD 75/09, presented at the 238th meeting of the CDB Board of Directors, Barbados, 14 October 2009. Barbados: Caribbean Development Bank (CDB). Unpublished.
- Caribbean Development Bank (2008a). “Status of Gender and Development in CDB and the Caribbean: The Way Forward and CDB’s Role”. Barbados: Caribbean Development Bank. Mimeograph, May 2008.
- Caribbean Development Bank (2008b). “Gender Equality Policy and Operational Strategy (GEPOS)”. Paper No. BD 72/08 Add 1, presented at the 234th meeting of the CDB Board of Directors, Barbados, 10 December 2008. Barbados: Caribbean Development Bank (CDB). Unpublished.
- Caribbean Development Bank (2008c). *Country Poverty Assessment – Grenada, Carriacou and Petite Martinique*, vol. 1. Authored by Kairi Consultants Limited for Caribbean Development Bank. Barbados: Caribbean Development Bank.
- Carr, Marilyn (2004). *Chains of Fortune: Linking Women Producers and Workers with Global Markets*. London: Commonwealth Secretariat.
- Commonwealth Secretariat (2005). *The Commonwealth Plan of Action for Gender Equality 2005-2015*. London: Commonwealth Secretariat.

- De Haan, A.; Maxwell, S. (1998). "Poverty and Social Exclusion in the North and South". *IDS Bulletin* 29 (1). Available at: <http://www.ids.ac.uk/publication/poverty-and-social-exclusion-in-north-and-south1#sthash.39JuUck9.dpufb>
- Figuerola, Mark (2004). "Male Privileging and Male Academic Underperformance in Jamaica.; and Odette Parry, Masculinities, Myths and Educational Underachievement: Jamaica, Barbados, St. Vincent and the Grenadines". In Rhoda Reddock (ed.), *Interrogating Caribbean Masculinities*. Mona, Jamaica: The University of the West Indies Press.
- Government of Grenada; Caribbean Development Bank (2012). *Growth and Poverty Reduction Strategy (GPRS) – Grenada, 2012-2016*. Report commissioned by Caribbean Development Bank (CDB) and prepared by Cultural Marketing Communication (*Caribbean*) Ltd. Ministry of Finance, Government of Grenada; and Caribbean Development Bank (CDB), Barbados.
- Government of Grenada (2011). "Proposal for the development of a National Gender Equality Policy and Action Plan for Grenada", Submitted by the Ministry of Social Development and Housing to UN Women-Caribbean Office. Unpublished.
- Government of Grenada (2009). Combined Initial, First, Second, Third, Fourth and Fifth Report on the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). Ministry of Social Development and Housing, Government of Grenada.
- Government of Grenada; Caribbean Development Bank (2009). *Country Poverty Assessment: Grenada, Carriacou and Petit Martinique, 2007-2008, vol. 1*. Report commissioned by the Caribbean Development Bank, and prepared by Kairi Consultants Ltd. in collaboration with the Government of Grenada. Ministry of Finance, Government of Grenada; and Caribbean Development Bank (CDB), Barbados. Unpublished.
- Inter-Parliamentary Union (2013). World Classification of Women in National Parliaments. Accessed on 1 June 2013 at: <http://www.ipu.org/wmn-e/classif.htm>.
- Legal Aid and Counselling Clinic (LACC) (2005). "The Legal Recognition of Common Law Unions in Grenada". Grenada: Legal Aid and Counselling Clinic (LACC). Unpublished.
- Moser, Caroline (2008). *Assets, Livelihoods and Social Policy*. C. Moser and A Dani (eds.). Washington, D.C.: World Bank.
- Nelson, Christopher (1994). "Women and the Law in Grenada: An Examination of Key Areas". Unpublished Mimeograph.
- Nussbaum, Martha and Sen, Amartya (eds.) (1993). *The Quality of Life*. Oxford: Oxford University Press.
- Reddock, Rhoda (ed.) (2004). *Interrogating Caribbean Masculinities: Theoretical and Empirical Analyses*. Mona, Jamaica: University of the West Indies Press.
- Schoar, Antoinette (2009). *The Divide between Subsistence and Transformational Entrepreneurship*. Massachusetts: National Bureau of Economic Research.
- Sen, Amartya (1999). *Development as Freedom*. Oxford: Oxford University Press.
- Sen, Amartya (1993). "Capability and Well-Being", in M. Nussbaum and A. K. Sen (eds.). *The Quality of Life*. Oxford: Oxford University Press.

Vassell, Linnette (2004). "Response to Questionnaire on Women in Power and Decision-Making". Fourth Caribbean Ministerial Conference on Women held in Kingstown, St. Vincent and the Grenadines on 12-13 February 2004. Unpublished.

World Bank (2011). *2012 World Development Report: Gender Equality and Development*. Washington, D.C.: The World Bank.

World Bank (2001). *Engendering Development through Gender Equality in Rights, Resources and Voice*. Authored by Andrew D. Mason and Elizabeth M. King for the World Bank. Washington, D.C.: The World Bank.

REFERENCES FOR STATISTICAL PROFILE (TABLE 1)

Total population (2013)

Central Statistical Office (CSO), Ministry of Finance, St. George's, Government of Grenada.

Total population under 16 years (or some measure of child population

(2013) <https://www.cia.gov/library/publications/the-world-factbook/geos/gj.html>

Total population 15-24 years (2013) <https://www.cia.gov/library/publications/the-world-factbook/geos/gj.html> (accessed 8 Sept 13)

Total population over 64 years (or some measure of elderly population) (2013)

<https://www.cia.gov/library/publications/the-world-factbook/geos/gj.html>

Income: GNI per capita in PPP terms (2012) <http://data.worldbank.org/country/grenada>

Gini coefficient (2008)

Caribbean Development Bank (2008c). *Country Poverty Assessment – Grenada, Carriacou and Petite Martinique*, vol. 1. Authored by Kairi Consultants Limited for Caribbean Development Bank. Barbados: Caribbean Development Bank. See also: <http://www.caribank.org/uploads/publications-reports/economics-statistics/country-poverty-assessment-reports/Grenada+CPA+-+Vol++1+Main+Report+ Submitted .pdf>

Human development index (HDI) (2012) <http://hdrstats.undp.org/images/explanations/GRD.pdf> (accessed Sept 14, 2013)

Gender inequality index (GII) <http://hdrstats.undp.org/images/explanations/GRD.pdf>

Poverty indicators (2008)

Op. Cit. Caribbean Development Bank (2008c).

Life expectancy at birth (2012) <https://www.cia.gov/library/publications/the-world-factbook/geos/gj.html>

Fertility rates (2013) <https://www.cia.gov/library/publications/the-world-factbook/rankorder/2127rank.html> (accessed 14 Sept 13)

Adolescent fertility rate (teen pregnancies) (2005-2010)

United Nations Department of Economic and Social Affairs, World Population Prospects, 2010 Revision

Maternal mortality rate (2010) <https://www.cia.gov/library/publications/the-world-factbook/rankorder/2223rank.html>

Number of male or female-headed households (2000)

http://www.ifad.org/gender/learning/challenges/women/g_6_2.htm

Mean years of schooling (2013) UNDP Human Development Indicators

<http://hdrstats.undp.org/en/countries/profiles/GRD.html>

% of total primary school completion (2010) <http://data.worldbank.org/indicator/SE.PRM.CMPT.ZS>

Secondary school enrolment (2010)

http://interwp.cepal.org/cepalstat/WEB_cepalstat/Perfil_nacional_social.asp?Pais=GRD&idioma=i

Number in House of Representatives (2013) IPU- <http://www.ipu.org/wmn-e/classif.htm>

Number in Senate (2013) IPU- <http://www.ipu.org/wmn-e/classif.htm>

% of 15-24 year olds who had sexual intercourse before age 15 (2010-2011); % of population aged 15-49 who have had sexual intercourse with more than one partner in the last 12 months (2010-2011); % of population aged 15-49 who had more than one partner in the past 12 months who used a condom during their last sexual intercourse (2010-2011)

Organisation of Eastern Caribbean States and Health Economics Unit (2011) Knowledge, Attitudes, Beliefs and Practices (KABP) Surveys on HIV/AIDS in Antigua and Barbuda, St. Kitts and Nevis, Dominica and Grenada: Synthesized Report. O.E.C.S. HIV/AIDS Programme Unit and Health Economics Unit, Centre for Health Economics, University of the West Indies: St. Augustine, Trinidad and Tobago.

Number of victims of homicide <http://www.unodc.org/unodc/en/data-and-analysis/homicide.html>

APPENDIX I FOCUS GROUP PARTICIPANTS AND INDIVIDUALS INTERVIEWED

NAME	ORGANIZATIONAL AFFILIATION(S)
Dowe Alexander	Drug Control Officer, Drug Control Secretariat
Ms. Glenda Andrews	Farmer
Mr. M. Bain	Microfinance, Grenada Development Bank
Ms. Paula Bell	Owner, Bell's Place of Romance and Relations
Dr. Oliver Benoit	Associate Professor, Culture, St. George's University
Mr. St. Bernard	Planning Officer, Ministry of Social Development
Ms. Gloria Bonaparte	District Officer, Ministry of Education
Ms. Marva Bowen-Neptune	Deputy Registrar, TAMCC
Mr. Raphael Braithwaite	Agricultural Enterprise Development, Min of Agriculture
Mr. Rawle Charles	Project Manager, Small Farmers, Min of Agriculture
Ms. Veronica Charles	Director, Ministry of Social Development
Sadnar Cornell-Woodroffe	Executive Member, Grand Anse Spice, Craft & Culture
Dr. Wendy Crawford	Professor, Sociology, St. Georges University
Ms. Deborah Cudjoe	Parenting Coordinator, Ministry of Education
Ms. Marian Davidson-Languagne	Information Management, Ministry of Education
Dr. Malachy Dottin	Director of Research, Biotech Lab, GOCR
Ms. Dianne Dumoltt	Police Officer, Royal Grenada Police Force
Mr. Fabian	Tour Operator, Cruise Shipping Pier
Ms. Maudlyn Ferguson	Nutmeg Estate
Mr. Jester Ferguson	Nutmeg Estate
Ms. Christine Finney,	Chairman, Grenada Scuba Diving Association
Mr. Jonathan Francis	Extension Officer, Western District, Ministry of Agriculture
Ms. Janelle Francis	Supervisor, Cedars Home of Safety
Mr. Clement Gabriel	Chief Health Planner, Ministry of Health
Ms. Leona George-Buchmire	Manager, SEED II, Ministry of Social Development
Dr. Nigel Gravesande	Registrar, T. A. Marryshow College (TAMCC)
Ms. Jennifer Gut	Grenada Union of Teachers
Mr. Steve Horsford	Head of Grenada Tourism Board (GTB)
Mr. Kirl Hoschtialek	Acting Director, Grenada Tourism Board (GTB)
Mr. Rolf Hoschtialek	Managing Director, Concepts Marketing
Ms. Rachel Jacobs	Statistician, Central Statistical Office, Ministry of Finance
Mr. Curtis Jacobs	Director, Open Campus, University of the West Indies (UWI)
Ms. Rachel James	GBV Officer, Ministry of Social Development
Mr. Lowin John	Operator, Grenada Sulphur Spring
Ms. Michelle John	M&E, Small Farmers Project Initiative, Ministry of Agriculture
Mr. A Khalid	Open Campus, University of the West Indies (UWI)
Ms. Chantel Knight	Research and Product Development, Grenada Tourism Board (GTB)
Mr. Glenville Lambert	Extension Officer, Farmers Market, Ministry of Agriculture

Mr. McLeish Langaine	Agro-processing
Ms. Eilyn Lewis	Student Affairs, T. A. Marryshow College (TAMCC)
Ms. L. Mapp	Research, ETDA, Ministry of Agriculture
Ms. Ann McIntyre-Campbell	Manager Director, Caribbean Horizon Tours
Ms. Khesha Mitchell	Vice-President, Business Development, GIDC
Ms. Annette Moore	Assist Youth Coordinator, Ministry of Youth
Ms. Yolande Newton	Senior Project Officer, Eco and Tech Coop.
Ms. Renita Paul	Statistician, Central Statistical Office, Ministry of Finance
Mr. George Phillips	Senior Extension Officer, Ministry of Agriculture
Ms. Nicole Pitt	GBV Officer, Ministry of Social Development
Elyon Purcell	Immigration Officer
Ms. Marva Purcell-Gludd	Ag. Senior Officer, Prisons
Mr. Redhead	Poultry farmer
Nikoyan Roberts	Head of Product Development, GTB
Mr. Kwesi Roberts	Business Development Specialist, GIDC
Ms. Anita Sutton	Marine & Yachting Association of Grenada
Ms. Jeannine Sylvester-Gill	Executive Director, Grenada Planned Parenthood Association
Mr. Cosmos Williams	Head, National Taxi Association
TBC	Economist, Ministry of Finance
TBC	Policy Analyst, Ministry of Finance

APPENDIX II METHODOLOGY

1. The Government of Grenada, led by the Ministry of Social Development and Housing, is currently in the process of developing a national *Gender Equality Policy and Action Plan (GEPAP)*.⁵² Strategically, CDB's preparation of the *Grenada Country Gender Assessment (CGA)* has coincided with this process, and it was agreed by both institutions to work collaboratively and thus maximize and deepen the data collection and gender analysis.⁵³
2. The process of information gathering, public awareness-raising and institution building for the development of the *Gender Equality Policy and Action Plan (GEPAP)* has included the following:
 - (i) Establishment of a Technical Committee and Working Group to undertake the process of quantitative and qualitative data collection from the relevant Government Ministries/Departments/Divisions, based on research instruments prepared by the Consultant on the following areas: (1) gender and population; (2) gender and the economy; (3) gender, education and health; (4) gender, violence and security; (5) gender, leadership and decision-making; (6) Constitutional and legislative provisions and mechanisms on gender equality; and (7) gender mainstreaming structures, mechanisms and processes.
 - (ii) Convening of five sector consultations with high-level representatives of Parliament, the public service, the private sector and civil society organizations (including non-governmental organizations, and faith-based organizations, among others), to raise awareness on gender and national development, and seek views on the critical gender issues and policy objectives/measures/actions to be included in the *Gender Equality Policy and Action Plan (GEPAP)*.
 - (iii) Convening of six area consultations across Grenada at the parish/ community level (including community-based organizations, faith-based organizations, parent-teachers' associations, etc.), to raise awareness on gender and national/local development, and seek views on the critical gender issues and policy measures/actions at the parish level to be included in *GEPAP*.
 - (iv) Convening of area consultations/ focus group discussions in Carriacou and Petite Martinique, to ensure that the two smaller islands, which have distinct contexts and needs with regard to gender equality, were included in the information-gathering and public awareness-raising process. These consultations and focus groups sought to raise awareness on gender and national/local development, and seek views on the critical gender issues and policy objectives/measures/actions in Carriacou and Petite Martinique to be included in *GEPAP*.

⁵² The process of developing the national *Gender Equality Policy and Action Plan (GEPAP)* is currently taking place – in the period July 2013 - March 2014.

⁵³ The Consultant working with the Government of Grenada on the *Gender Equality Policy and Action Plan (GEPAP)* is also CDB's Expert for the *Grenada CGA*, which has facilitated the partnership building, synergy and coherence between both processes of data gathering, analysis, report preparation, and convening of the national consultation to review the draft GEPAP and CGA.

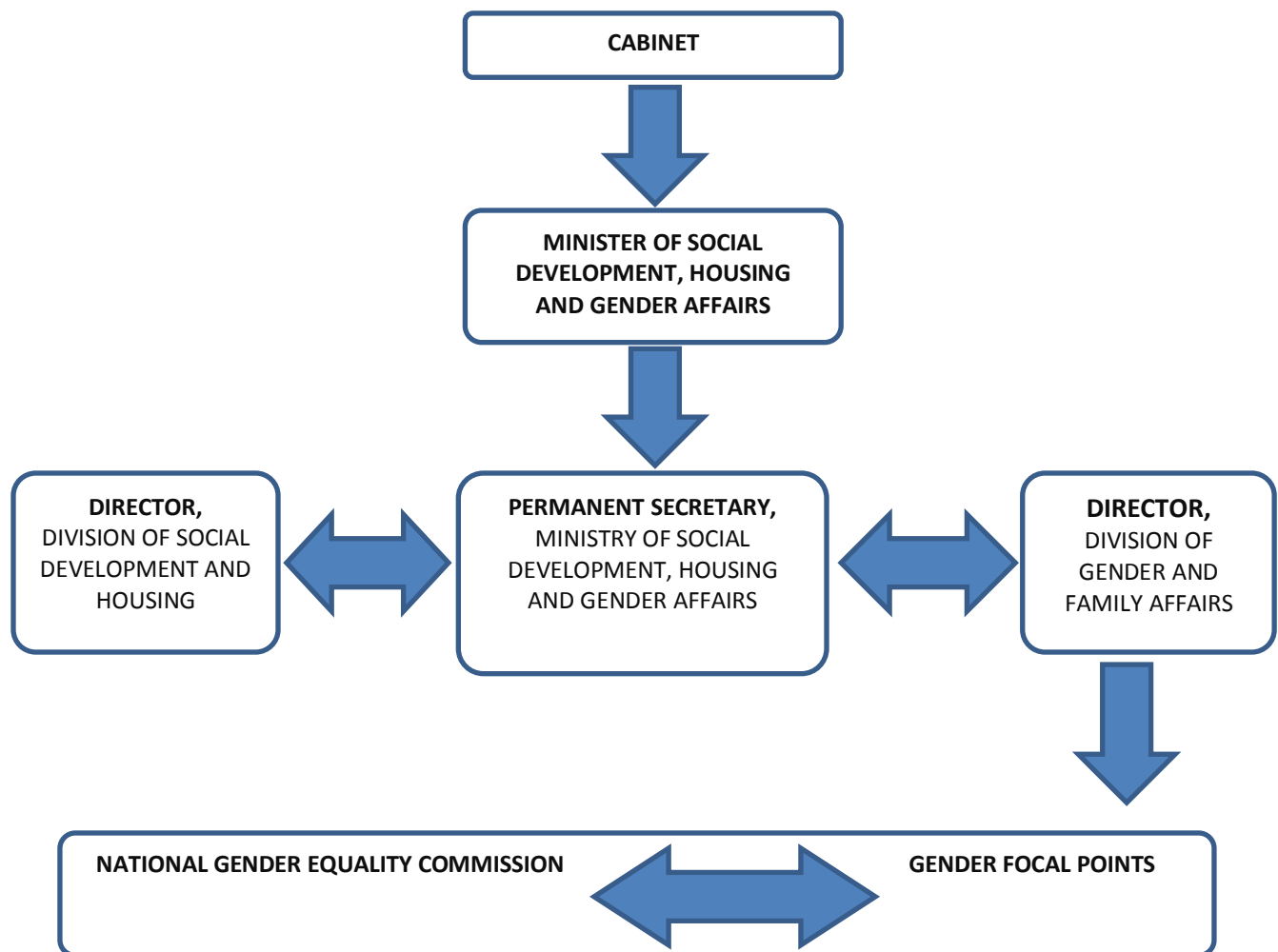
3. The methodology for the collection of primary data to fill information gaps and enhance the *Grenada CGA*, included the conduct of **focus group discussions** and **semi-structured interviews** on five themes (see below) which reflect areas aligned with CDB's strategic interest in economic growth, poverty reduction, and environmental sustainability and climate change. Participants in the focus group discussions and semi-structured interviews included strategically placed representatives of government, the private sector, civil society organizations, and importantly, practitioners (e.g., farmers, entrepreneurs, etc.). This process was also accompanied by the collection of relevant statistics, policy documents, reports, policy briefs, public awareness brochures, etc. The following five themes were selected for the focus group discussions as part of the *Grenada CGA* process, being viewed as 'drivers' or 'disablers' of economic growth, poverty reduction and sustainable development:
 - Gender, agriculture, rural development and agri-business;
 - Gender, tourism and eco-tourism;
 - Gender, education/training and labour/employment;
 - Gender, unemployment, poverty and social safety nets; and
 - Gender, violence and crime.

4. **Limitations of the *Grenada CGA*:** In general, it needs to be noted that the compiling and analysis of sex-disaggregated data in Grenada is limited. The Statistical Gender Profile (Section 4) was compiled through desk/internet searches of regional and international data bases. The gender statistics/indicators include: population, employment and labour, poverty, education, health, sexual and reproductive health, decision-making, and violence. The statistics accessed from regional and international sources have been checked/verified against statistical data (primary and secondary) collected from relevant sources in Grenada, e.g., Central Statistical Office based on the 2011 Population and Housing Census; relevant Government Ministries (e.g., Finance, Education, Health, Social Development, etc.); other relevant State agencies (e.g., Royal Grenada Police Force); civil society organizations (e.g., GNOW), etc. Finally, where recent statistics were not available, the Statistical Gender Profile and Country Gender Profile drew on reputable secondary sources, including relevant Government of Grenada and CDB reports (e.g., *Country Poverty Assessment (CPA)*, *Growth and Poverty Reduction Strategy (GPRS)*, etc.). It needs to be noted in particular that it has not been possible to access specific data for Carriacou and Petite Martinique, and thus the observations made about gender issues on these islands are based on the area consultations and focus group discussions.

APPENDIX III INSTITUTIONAL FRAMEWORK FOR THE IMPLEMENTATION OF GEPAP

1. The Minister of Social Development and Housing will have overall responsibility for the implementation and monitoring of the national *Gender Equality Policy and Action Plan (GEPAP)*, and is the central link to Cabinet and the institutional structures for gender mainstreaming (see Figure 10 below). The Division of Gender and Family Affairs will have lead responsibility for coordinating the implementation of *GEPAP*, in collaboration with Ministries across the public sector and in partnership with civil society and the private sector.

FIGURE 10: INSTITUTIONAL FRAMEWORK FOR THE IMPLEMENTATION OF GEPAP⁵⁴



⁵⁴ Figure 10 represents a combination of the existing organogram, and possible structures that the Government of Grenada may wish to consider establishing to lead, coordinate and monitor implementation of the national *Gender Equality Policy and Action Plan (GEPAP)*.

2. The Government of Grenada, through the current process of developing the national *Gender Equality Policy and Action Plan (GEPAP)*, is considering strengthening/establishing a number of structures to facilitate the implementation and monitoring of GEPAP, as follows:

- (i) **Division of Gender and Family Affairs**, the lead agency with responsibility to:
- Lead and advocate on gender equality and equity issues in the society;
 - Coordinate and facilitate the meetings and work of the National Gender Equality Commission (NGEC) and Gender Focal Points (GFPs);
 - Support and facilitate the implementation of the *Gender Equality Policy and Action Plan* by the public and private sectors and civil society;
 - Support and monitor the mainstreaming of gender equality/equity concerns in all national legislation, policies, plans and programmes;
 - Develop and implement an ongoing gender sensitization, education and training programme throughout the country;
 - Facilitate the development of gender-sensitive indicators in collaboration with relevant sectors;
 - Establish and maintain a national gender database, and prepare strategic research/analytical reports, policy briefs, newsletters, etc. to inform national policy-making and planning;
 - Manage the flow of information and communication.
- (ii) **Gender Focal Points (GFPs)**, senior technocrats/administrators appointed by all Government Ministries and Statutory bodies in the public sector. They play a critical role in promoting gender mainstreaming in their respective ministries and agencies, ensuring that gender equality and equity is a guiding principle in all Government policy, planning and service delivery. Their responsibilities include, *inter alia*, to:
- Promote gender mainstreaming in the Ministry/ Statutory body by advising and supporting senior managers and professional staff, and monitoring, reporting and disseminating information on progress, challenges and opportunities;
 - Develop (drawing on GEPAP): a gender analysis that identifies and analyses the gender issues in the Ministry/ Para-statal body and outlines the ways in which gender equality is relevant to the agency's work; a sector-specific gender policy statement which provides a framework for the agency; and a sector-specific gender action outlining the concrete actions to be taken by the agency;
 - Collect, analyze and disseminate gender-disaggregated statistics on the work of the Ministry/ Agency, including participation in and the impact of policies and programmes;
 - Collaborate with the Bureau of Gender Affairs and other Gender Focal Points, and build contacts with gender experts in the field including in NGOs/ CBOs/ CSOs, academia, regional and international agencies, etc.

- Engage in opportunities for professional development in the field including gender sensitization/ training at GFP meetings, and specialist seminars and courses in their areas of work/ interest.
 - (iii) **National Gender Equality Commission (NGEC)**, established by Act of Parliament, is comprised of male and female representatives of: non-governmental organizations representing men, women and youth; private sector agencies and trade unions; and faith-based organizations. The NGEC has responsibility to:
 - Act as a consultative and advisory body to the Ministry of Social Development and Housing, and the Bureau of Gender Affairs on matters related to gender equality and equity;
 - Monitor the implementation of the *Gender Equality Policy and Action Plan*;
 - Build/strengthen linkages with relevant stakeholders, in particular government, the private sector, and civil society organizations, in order to raise awareness of gender issues and advance implementation of the *Gender Equality Policy and Action Plan*;
 - Monitor the implementation of CEDAW, Belem do Para, and contribute to the preparation of national reports on these and other relevant international conventions and treaties;
 - Keep abreast of gender issues nationally, regionally and internationally, and put forward new and emerging gender issues for consideration.
3. Grenada has a rich history and culture of NGOs and other civil society organizations involved in the national development process, human rights, social and gender justice. The following organizations have been pivotal to the advancement of women’s rights and gender equality in Grenada, and with others, have the potential to play a leadership role in the National Gender Equality Commission:
- Grenada National Organization of Women (GNOW);
 - Legal Aid and Counselling Clinic (LACC);
 - Programme for Adolescent Mothers (PAM);
 - Grenada Planned Parenthood Association (GPPA); and
 - Inter-Agency Group of Development Organizations (IAGDO) (GOGR/CEDAW, 2009: 8-11).